

Assessment of Management Organization City of Norfolk Department of Recreation, Parks and Open Space



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Assessment of Management Organization

Department of Recreation, Parks and Open Space

Introduction

The City of Norfolk Recreation, Parks and Open Space Department (RPOS) was interested in completing a management and operational assessment of the organization. The Department worked with Cindy Curtis and Barbara Heller of Heller and Heller Consulting, LLC(HHC) to complete this project.

The Assessment of Management Organization for the Department of Recreation, Parks, and Open Space Report provides a detailed analysis of the Department's management and operational components. The intent of the report is to strengthen overall operations, building upon the Department's existing effectiveness in management and operations. The Report provides a clear sense of direction, and the completion of recommendations will result in excellence in park and recreation service delivery.

Other important outcomes of the process in the words of RPOS staff include:

- Identify ways for the Department to be more efficient and effective
- Review and analyze the organizational structure
- Identify core services
- Compare the Department to other equivalent agencies
- Identify thoughts and perspectives from multiple sources of information including City Council, the Recreation Commission, Department Directors, and a significant number of RPOS employees and leaders

The Department is currently a high performing agency, as evidenced by its recent successful endeavor in being certified by the Commission for Accreditation of Parks and Recreation Agencies (CAPRA). This report's focus includes identifying best practice approaches to all areas of the Department in aspiration of the agency's ability to deliver the greatest return on investment of organizational resources.

An extensive amount of research was completed to inform the Report. The process included a review of job descriptions, organization chart, Website and program guide, financial information, performance evaluations, the CAPRA Visitor Report, Communications and Marketing Plans, enrollment reports, performance measure results, policy manual, and others. The Recreation, Parks, and Open Space Master Plan, adopted in 2012, was also reviewed. Additional and significant information was garnered from a series of engagement meetings with Council, City Management, Department Directors, RPOS leadership and RPOS employees.

The plan includes a comprehensive analysis of the following areas:

- Summary of Engagement Meetings

- Summary of The Employee Survey Results
- Organizational Culture/Mission, Vision and Values
- Organizational Structure
- Financial Analysis
- Performance Management/Goals and Objectives
- Measuring Organizational Performance
- Process Efficiency and Effectiveness/Cost Saving Measures
- Marketing
- Strategic Partnerships
- Benchmarking Summary
- Recommendations

The subsequent section includes an Executive Summary that highlights all of the technical review pieces of the Report. This is followed by a detailed summary and analysis of all the elements listed above. The main body of the report includes an assessment of current conditions, followed by recommendations for improvement. The opportunities for improvement (OFI) are summarized and included as final recommendations. The recommendations are categorized according to short term priorities and longer term priorities.

Executive Summary

The following information outlines the major elements of the report in an Executive Summary.

Engagement Meetings

Engagement meetings included City Council and RPOS Commission members, City Department Directors, Chief Deputy City Manager, RPOS Director, Assistant Director, and Bureau Managers, Division Heads, and general employees from all four Bureaus. The meetings included approximately 60 individuals.

Many of the positive comments related to the passion and dedication of RPOS employees. The Department is viewed as highly responsive to the needs of both internal and external customers. Other strengths include the variety of programs and facilities offered, as well as many program areas having a long history of excellence and a great reputation.

Some of the opportunities for improvement include the need to enhance the strategic approach of the Department, expanding marketing, developing the RPOS brand, the need to measure organizational performance, and strengthening the organizational culture.

One hundred ninety-one employees completed an employee survey that was distributed to the entire organization. The survey asked employees to identify their level of satisfaction toward 47 different attributes. The highest rated attributes included:

- I know how to measure the quality of my work.
- I know who my most important customers are.
- RPOS is a safe place to work.
- The people I work with cooperate as a team.
- I can use measurement information to make changes that will improve my work.

The areas that need the most improvement included:

- I know how we are doing financially
- RPOS removes things that get in the way of progress.
- I know how RPOS as a whole is doing.
- RPOS communicates well internally.
- RPOS has the right people and skills.

Organizational Culture/Mission, Vision and Values

Based on comments from employees during the engagement process, it appears that the Department does not have a well-defined culture. This is important, as the ability to execute plans and work projects can be strengthened by the development of a strong culture. It provides a sense of focus in recruiting and hiring staff in order to ensure a good organizational fit. As a result, defining the ideal culture is an important endeavor for the Department.

RPOS has a mission and vision statement. The mission is:

The Department of Recreation, Parks and Open Space enriches the quality of life for citizens by providing choices and opportunities for Norfolk residents to recreate, along with developing and operating a full

spectrum of recreational services for youth, adults, and special populations while ensuring the management and maintenance of the city's parks, playgrounds, beaches, urban forest, and city-owned cemeteries.

The vision is: *Refresh, Re-Connect, Re-Focus*. This was developed as part of the RPOS Master Plan process, approved in 2012.

The City has recently developed values including:

- Embraces a change mindset
- Respects diverse voices and ideas
- Develops strong leaders
- Empowers people to make decisions
- Adopts a strategy of continuous improvement
- Chooses what is right over what is easy
- Shares information to create trust

Efforts should be made to operationalize the mission, vision, and values to ensure these come to life and become meaningful for all employees.

Leadership System

There were many examples of good leadership throughout the Department. Employees feel a sense of care from the organization and generally enjoy working for RPOS. The Department is highly regarded for its responsiveness both internally and externally. Leadership is committed to providing the best possible service to the community.

The quality of leadership is not consistent throughout all levels of the Department. While most leaders were considered to do an effective job in creating teamwork, empowerment, and trust, there are examples of leaders who do not. In addition, coaching and feedback of employees is not a standard process for the organization. There were many examples of employees who received little or no feedback in the form of a performance appraisal. This is an important improvement area for the Department. In addition, the Department should have a documented approach to succession management.

The Department records information about employee separations. During FY16-FY18, 121 individuals left the Department for a variety of reasons. Anecdotally, employees voiced concern that low levels of pay were the driver in staff's interest in leaving the Department.

Financial Analysis

The financial analysis section includes comparative information from all areas of the Department during the last three fiscal years of 2016, 2017, and 2018. The information includes actual budgeted numbers, budget changes year to year, and actuals as a percent of budgeted numbers. This information includes Administration, Parks and Urban Forestry, Recreation expense and revenue, and Cemetery expense and revenue.

Performance Management/Goals and Objectives

A performance management system involves management and improvement. Performance management is defined as an ongoing, systematic approach to improving results through evidence-based decision making, continuous organizational learning and a focus on accountability for performance. Accountability is driven, in part, through the development of goals and objectives in alignment with an organization's strategic plan.

Currently, the Department does not have a system-wide approach to establishing, monitoring, and measuring goals and objectives. This was noted throughout the engagement meetings from Council and Commission members as well as RPOS staff.

RPOS should develop a strategic plan that will guide the Department in the future. A strategic plan includes mission, vision, and values, accompanied by strategic initiatives. It provides staff, City management and the RPOS Commission with a common understanding of where the Department is headed.

Accountability can be strengthened through a system wide process in the development of goals and objectives and key performance indicators that are aligned with the master plan and strategic plan. The Department as a whole, each Bureau, and individual employees should have a set of goals and objectives. The objectives for the Bureaus should be developed in alignment with the overall organizational strategic direction. All of these efforts will create a strategy focused organization that will result in purposeful direction toward the achievement of organizational goals.

Measuring Organizational Performance

The Department currently tracks 22 performance measures which are included in a quarterly report. Many of the measures are output based, such as number of registrants in various program areas, though a few recent additional measures are more outcome based. The results of the measures are not communicated throughout the organization, and as a result, the measures are not meaningful to many employees. According to results of the Employee Survey, two of the lowest scored attributes included employees' knowledge of financial results and how well the organization as a whole is doing. Therefore, the measurement of performance and communication of results are among the most significant improvement areas for the Department.

Process Efficiency and Effectiveness/Cost Saving Measures

This section of the report focuses on process management and shuttering several assets, including the Berkley Pool, and three Recreation Centers. It is also recommended to transfer responsibility of the Learning Resource Centers to the Library Department.

As for process management, there is a need for the Department to document key processes and use this information to train staff, transfer knowledge, as well as to ensure consistency in the way work is completed. Process management also includes continuously reviewing key processes to determine how they can become more streamlined. The outcome of these initiatives will result in significant cost savings and strengthened organizational efficiency and effectiveness.

Marketing

Marketing was one of the most frequently mentioned areas in all the engagement meetings. Currently there is a staff person from the City's Public Information Office who provides marketing and communications support to RPOS. Approximately 80% of the incumbent's time is dedicated toward RPOS. Typically, park and recreation agencies the size of Norfolk have at least three full-time marketing staff. The environment for marketing recreation and parks services has changed significantly during the last decade as a result of the growth of social media.

Strategic Partnerships

The Department has approximately 20 key partners. Three of the partners include the Commissions the Department oversees and includes a RPOS Liaison:

- Norfolk Recreation Commission
- Norfolk Bicycle and Pedestrian Trails Commission
- Norfolk Tree Commission

Other significant partnerships include the School District, athletic associations and recreation center advisory committees. There is a need to tighten the financial policies and procedures of the athletic associations and advisory committees. The School District relationship should be a focus of future partnership efforts.

Recreation Programming

The Report includes a high level overview of recreation services. The information includes an analysis of recreation program offerings as compared to other recreation agencies. The analysis also includes a review of program registrations for the last three years, a review of social media and information and recommendations for core program areas. The recommendation includes completing a community needs assessment to determine how well recreation programs are aligned with community need and changing demographics.

A pricing comparison of selected services was completed with other neighboring agencies. The results showed that RPOS pricing is significantly lower than other agencies, aside from before school care programs.

Benchmarking Summary

Two comparative reports are included in the Report. The first benchmark information includes five selected agencies: Richmond, Durham, Greensboro, Grand Rapids, and Baton Rouge. A variety of metrics were included, such as: budget information, population, staffing numbers, organization structure, park acreage and others. The second benchmark includes information from 14 cities nationwide with a population between 200,000 and 400,00 based on the Recreation and Parks Association Park Metrics database. A series of metrics were included for both summaries. The area that stands out for Norfolk shows that capital funding is significantly lower than the rest of the agencies.

Recommendations

The following is a listing of recommendations derived from all the research, review of documents, and information derived from all of the technical pieces.

Short Term Recommendations

- Assign accountability for the implementation of the recommendations.
- Close Berkley pool and the Merrimac, Campostella and Park Place Recreation Centers.
- Develop a strategic plan and create Department-wide individual employee goals and objectives.
- Complete a community needs assessment to determine the level of need and unmet need for RPOS services.
- Develop a revenue policy, including cost of service and level of subsidy analysis.
- Initiate the changes in organizational structure and re-direct resources toward strengthening administrative support, including data analysis and marketing/communication.
- Develop a standardized process for performance appraisal for all employees.
- Develop a process for ongoing and regularly scheduled “all hands” meeting to inform employees of organizational progress and results.
- Develop processes for ways to operationalize the Department’s mission, vision and the City’s values.
- Complete the recommendations from the Athletics Division analysis to be implemented upon completion of a study to be completed from an outside contractor.
- Move the Learning Resource Center operations to the Library Department.
- Define the ideal organization culture and operationalize throughout the Department.

Long Term Recommendations

- Develop a technology plan for RPOS in alignment with the City’s IT Department.
- Develop a robust set of key performance indicators, track on a regular basis, and share the results with employees.
- Expand recreation programs, according to gaps in offerings based on the results of the needs assessment process.
- Identify core competencies for full-time positions and develop training offerings in alignment with the needed core competencies.
- Develop a succession plan for senior leadership positions of the Department.
- After the development of cost of service and level of service analysis, review pricing of services and adjust accordingly, as currently, RPOS pricing is significantly lower than other agencies in the region.
- Working with the Human Resources Department, review salaries of full-time and part-time positions to ensure adequate levels of pay.
- Develop long term renewal/replacement schedules for vehicles, equipment and facilities.
- Develop a system wide onboarding process that follows the City’s orientation program, specific to RPOS. In addition, a formalized job specific orientation should be developed.
- On a continuous basis, do a cost/benefit analysis of significant services to determine the comparison of costs between doing the work contractually or in-house.

--End of Executive Summary--

Assessment of Management Organization

Department of Recreation, Parks and Open Space

Engagement Summary

The following information provides a summary of all the engagement meetings facilitated as part of the Assessment of Management Organization. Meetings included:

- City Council members
- RPOS Commission members
- City Department Directors
- Chief Deputy City Manager, RPOS Director, Assistant Director and Bureau Managers
- RPOS Division Heads
- RPOS General Employees

The Council, RPOS Commission, and Department Director meeting summaries include a brief overview of the comments provided. The RPOS leadership and general employee summaries include more detailed information, given the number of staff involved.

City Council

The overall themes expressed by Council included:

- Staff has a sense of care, and are: passionate, supportive, committed, willing to take on more work, community focused, and responsive.
- The Department has the ability and willingness to accommodate the needs of citizens.
- There is a need to identify community needs and priorities.
- A strategic plan should be developed, and establishment of direction is needed.
- Staff retention due to pay is an issue.
- Council members do recognize funding difficulties and know the Department is underfunded.
- One Council member suggested splitting Parks and Urban Forestry from the RPOS Department.
- There are many infrastructure improvements that are needed. There are possibilities for shuttering some facilities.
- The RPOS brand needs to be developed; one Council member questioned the name Recreation Parks and Open Space, and asked if it should be something different?
- The Department should increase marketing, build awareness and highlight successes.
- The Director should share more information with Council; do more presentations on business outcomes and challenges.
- There is a desire to have this project assist in taking the Department to the next level.
- It is appropriate to review pricing of services. There should be more fee-based programs.
- There is a need for the Department to utilize data for review of organizational performance.
- There are opportunities for the Department to be a best practice operation.
- Can we close, consolidate and refocus facilities and funds to improve community outcomes?

- Are we spending funds for the best uses? More information should be provided from the Department about outcomes, based on funding levels.
- The Department should develop a systems approach to sustainable practices, resiliency, and stormwater management.
- There is a need for quality before and after school programs.
- There is need for a long-term capital plan and information about how capital money is allocated.
- There would be support for additional staff to achieve better outcomes.
- The Department should quantify and communicate impacts of budget reductions.
- Organizational performance measures are needed.
- RPOS should utilize civic league contact information to distribute important RPOS information. Also consider developing a speaker's bureau.
- School relationships need to be enhanced.
- The Department should be more strategic with partnerships.

RPOS Commission

- There is a need for the development of performance measures.
- The Department is excellent in delivering services with few resources.
- Staff retention is an issue; salaries need to be comparable to the market.
- The school relationship needs improvement.
- There is need for a strategic plan.
- Fees should be reviewed; it is appropriate to raise some of the fees.
- The Department should complete a community needs assessment.
- There is diversity of programs and services and appreciation of new recreation opportunities being developed such as disc golf course, kayak launches, bike trails, etc.
- The relationship with athletic associations needs improvement.
- Marketing, brand and image need to be improved.
- Workforce retention for RPOS should be a priority as well as training and development opportunities to improve workforce capacity.
- Current funding does not support expected outcomes held by City Council. They need a better understanding of outcome measures and the cost of doing business.
- Overall, the Department image is positive.
- The RPOS brand isn't clear or pronounced.
- RPOS needs help from corporate marketing and communications to better provide and share information.

Department Directors

- Department Directors mentioned the responsiveness of RPOS Director and staff as being very good, but there was also the opinion that the Department is overly responsive. This results in the Department being reactive and not necessarily being strategic.
- Memoranda of Understanding have been created with RPOS to delineate responsibilities between Departments, which is helpful.
- The budget process doesn't allow Department leadership to highlight service delivery impacts of budget reductions.
- Departmental strengths included care, passion and commitment to their work. Staff is energetic, proud and committed to being successful.

- RPOS needs to decide what its core programs are and focus their time, energy and resources on them. There may be opportunities to reduce cross-over with other departments; particularly in the provision of services to children.
- Several areas of children's programming may be redundant with those provided by libraries, the school system and non-profits/private sector.
- Overall, staff want to do a great job and are always willing to lend a hand. The Director is a positive and supportive peer who wants to meet or exceed community expectations. Staff are passionate about their work and do whatever it takes to deliver sound programs and services.

RPOS Leadership Staff

The following information provides a summary to each question asked of the Chief Deputy City Manager, the RPOS Director, the RPOS Assistant Director, the Bureau Chiefs, and Division Heads. The narrative includes opinions and perspectives of interviewed staff, not the opinions or perspectives of the consulting team members.

What does the Department Do Well?

Staff take on challenges and get things done. RPOS is excellent at collaboration. The staff members are a great strength. The staff know how to work together to get things done. Most of the leadership team members are strong, committed professionals. RPOS has many great resources and facilities, including a tremendous beach park, with 7.4 miles lifeguarded by RPOS.

The Department has many community assets which is both a strength and weakness. The Department offers important programs that focus on neediest children. Leaders are proud of the NEL and Intern programs managed by RPOS.

The visual arts program at Titus Town is a great value with excellent outcomes. There are strong dance and music programs that reach a broad diversity of residents. The Norfolk Boxing Center is unique and a significant asset for the community.

The Department has a "can do" attitude and staff member have been able to do their jobs with little resources.

Department's Challenges and Issues

A lack of funding is a significant issue. This affects the ability to offer services as well as maintain the infrastructure. The diminished number of staff has made it difficult to provide all of the necessary services. Parks and Urban Forestry is severely underfunded. The Department is too reliant on temporary staff. Equipment needs upgrading as the useful life expectancy has been exceeded by many years.

The Department receives an insufficient amount of CIP funding and receives only about \$1,000,000 per year. There is thought about closing some facilities such as Campostella, Merrimac, and Park Place Terrace, Berkley Pool, and the computer resource centers. The Department needs an analyst to evaluate core business systems and outcomes.

There were comments about facility underutilization, which raises questions about the need for four resource centers and too many recreation centers. Many of the recreation centers and pools are poorly built and poorly maintained.

Programming could be more varied and is too focused on youth programming. A suggestion was made to decrease the number of facilities and divert the resources to manage the facilities while providing transportation. As these foundational decisions for the future are developed, it is important to remember the city's focus on neighborhoods.

The cost recovery of the Department is extremely low as only about eight percent of revenue comes from non-tax sources. There is consensus from the staff that program fees should increase. A Fees and Charges Philosophy is non-existent and will be a challenge to implement due to the large low-income population. Leadership needs help in identifying what are the appropriate business components for RPOS and how best to fund them over time.

Support from other City Departments was also mentioned as a challenge, including fleet support and facility maintenance. The loaner program for vehicles does not work. The cycle time for repairs is long.

There is some conflict in the organization which creates dysfunction. The Assistant Director was specifically called out as a source of much of the dysfunction. His leadership style causes significant tension among his direct reports and the rest of the Department. His competency was called into question, and many staff mentioned him being a barrier to progress.

Employees were also asked to identify specific issues within their Bureaus. Comments included the following:

- Lack of communication as a team.
- Athletics only works with athletics, aquatics only with aquatics, etc.
- We need to work closely together even more so as a result of budget difficulties.
- We operate in a manner of this is how we do it, not what makes the most sense.
- Our operations mirror our facilities; we are 15 years behind the time.
- Having an additional assistant director would provide RPOS with a better sense of focus.
- Forestry is understaffed and does not have enough equipment.
- Maintenance standards are currently being developed.
- New mowers in Landscape have reduced the need for additional staff.
- We should analyze costs and benefits of contracting work.
- There is tension between changing processes and the way we have done things.
- Conflict resolution is a skill that needs to be improved throughout the organization.
- Failing infrastructure exists throughout the system.
- Sometimes we feel like we are forgotten.
- What we do is so meaningful.
- We are not funding the cemeteries properly.
- Cemeteries are set up as a separate revenue fund; but from a revenue stream perspective we cannot break even and am concerned that in the future the expectation will be that we do break even.
- Fleet and equipment: there is a challenge with age of equipment. Rolling stock is slowly getting changed out.

- Support from other City departments (facilities maintenance) is not always responsive in areas such as water distribution and building conditions.

Brand and Image

RPOS has a good image and is known as being “hyper responsive.” Overall community perception and experience is positive. However, there were many comments about the Department’s brand...that a brand doesn’t exist. The Department utilizes a staff person from the City’s Public Information Office to do the Department’s marketing. About 80% of her time is devoted to RPOS. There was universal agreement that the amount of marketing support for the Department is insufficient.

Outreach Efforts

There were several comments about the need for the Department to tell its story better. Furthermore, it would be helpful to do a community wide needs assessment to determine recreation and park needs of the community. One leader mentioned welcoming opportunities to educate the community more about the Department’s importance. Performance metrics are also important as a method to educate the public and to be transparent about the Department’s results.

The school district was pointed out as a difficult partner. There is a lot of desire to work on improving the relationship with schools.

Organizational Structure/Staffing Levels

Most of the comments related to staffing levels rather than the structure of the Department. There have been a few structural changes in the Recreation and Human Development and Parks, Urban Forestry and Landscape Design Bureaus. To most of the managers, the structure works okay. Others noted that there needs to be more accountability built into organizational performance as well as individual performance.

Employees agree that there are an insufficient number of staff. Both Recreation/Human Development and Parks, Urban Forestry and Landscape Design were mentioned as being understaffed.

The part-time staff get paid \$7.55 and as a result, the Department hires people who grew up at the centers and have a personal affinity with the centers; otherwise they would not choose to work for the Department. At one of the centers, there was only one supervisor there, which was noted by a staff person as a liability. When a supervisor is sick, staff must scramble to find a replacement.

Recreation aides have a defined role in other agencies; whereas, for RPOS, the recreation aids do a multiple number of tasks. There is a 19.5-hour weekly maximum imposed by the city for part-time staff, which is an onerous burden, according to staff.

Conversely, one staff member mentioned that the Department does have an ample number of staff, but there are examples of staff not having the right skill sets.

Staffing Levels

There was a universal feeling that the staffing levels are inadequate throughout the Department. Cemeteries, Recreation, Parks, and Urban Forestry were all mentioned as needing more staff. Furthermore, there is concern about turnover of key staff members and employee retention. Many staff members feel a pay and compensation study is needed.

Part-time staffing is also a concern as a result of low hourly wages. It's difficult to attract and retain part-time staff. The Department is constantly dealing with lifeguard shortages.

RPOS needs committed PIO support to build understanding and appreciation of its work.

Future Staffing Ideas

Staff members were asked for ideas about future positions that the Department should think about. The suggestions included:

- Workforce capabilities related to strategic planning and master planning, surveys and data collection.
- A business analyst.
- The Department needs another FT position to help manage the NEL program.
- A staff person should be dedicated to reviewing and updating the policy manual. Someone needs to be accountable for doing this work.
- A Project manager for CIP projects as our landscape architects are designers, not necessarily project managers.
- Someone to work our front desk.
- The Director should have his own secretary.
- Marketing staff are needed. There was a strong consensus for this.
- The Department needs support to manage social media opportunities.
- The Department should have paid internship programs.
- An additional assistant director position is needed.
- Administration needs a PIO staff person.

Internal Communication and Collaboration

Most of the comments included opinions that internal communication and collaboration is mostly ok. There were some references to a silo mentality, in which individual bureaus or segments within a bureau operate independently of one another. There is a lack of information sharing among the bureaus, and as a result, employees do not have much knowledge about how other bureaus operate. Other comments included:

- A quarterly newsletter would be good.
- Internal communication is fair. There is a fair amount of information sharing. The four Bureau Managers collaborate well.
- At times, new policy direction takes too long to get to line staff. Things often get buried on leaderships' desks. RPOS needs to do a better job ensuring feedback from impacted stakeholders.
- It can be tough to meet deadlines... need to improve internal responsiveness. At times, joint accountability for projects is lacking.

- Don't feel recreation divisions support each other. There needs to be more "cross-pollination." Need to develop more global thinking so staff understand how their decisions impact other operations.
- Need to share best practices across the organization.

Work Priorities; Goals and Objectives

There is variation in how Bureaus develop priorities and goals and objectives. A template for goals and objectives exists, but it is not used throughout all areas of the Department. Many staff mentioned never receiving a performance evaluation. The Department responds to work priorities rather than being more pro-active through strategic planning.

Use of Technology

There were mixed reviews about the Department's use of technology. For RecTrac, the program registration software, not all functionality has been used. Facility rentals recently were added to the system. The Department purchased a system called Reach that provides digital information on television screens at the recreation centers, but it has not functioned correctly.

The timekeeping system and payroll are inefficient. The work order system is managed through General Services, and RPOS staff do not get any update information on project completion. There is no Wi-Fi in the facilities. Inventory and asset management are done manually. There is a desire by staff for field staff to be able to use mobile technology to make their jobs more efficient.

Employees also mentioned the need to have a business analyst who can provide the Department with good information from data analytics.

Process Improvements

Staff members were asked for ideas related to process improvements. The responses included:

- Timekeeping and payroll.
- Hiring.
- Procurement is difficult. Too many signatures are required. Open encumbrances are an issue and need to be better managed.
- The MOU process lags, the Department needs to be more proactive.
- Adherence to financial management policies is difficult. Need to undertake more audits. Travel policy at boxing center is not properly followed. Accounts payable and receivable need work. Time and labor with Human Resources are very inefficient.
- Better use of technology could result in efficiency improvements.

Organizational Culture

When asked this question, staff members had a difficult time describing the culture. There is not a well-defined organizational culture. Some of the words used to describe the culture include: customer service, integrity, more professionalism needed, putting out fires, easy going, strong negative feelings, camaraderie, flexibility, ever changing, service, and unrealistic expectations.

Growth and Development Opportunities

RPOS encourages growth and development and this has become more of a point of emphasis for employees, even though training dollars are not allocated. Employees mentioned the opportunities provided by the City's Human Resources Department. VRPS offers supervisory training. Staff are now more frequently attending the NRPA Congress. More Recreation staff have become certified and there is now a certification study group. Fitness staff are now being reimbursed for certifications. Many part-time positions have specific certifications, including lifeguard positions. There are areas of the Department in which growth is encouraged by empowering employees to make decisions.

One outcome of an emphasis on growth and development is the fact that there have been many in-house promotions for staff.

As mentioned previously, an area of needed improvement relates to performance feedback for employees. Some staff mentioned never having received a performance review in the years they have worked for the Department. There is no established set of procedures guiding a performance appraisal process, but the City's Human Resources Department is working on improvement.

New Employee Orientation

Employees mentioned the orientation from HR. Various parts of RPOS then offers a supplemental orientation process. They receive training and can demonstrate they can do it. One employee mentioned that there should be a Departmental orientation, offered on a monthly basis.

Measuring Organizational Performance

A series of measures are included as part of the City of Norfolk's Budget, but these are not top of mind for staff. The performance indicators relate mostly to output measures.

General Employee Focus Groups

Strengths

Staff are proud of the way they serve their customers and seem to have a genuine desire to serve. They are also proud of the beautification and cemetery partnerships. Urban Forestry feels it sets and maintains high standards for safety. Staff recognize their impact on the community and enjoy being positive role models. They embrace inclusiveness, the affordability of programs and present an overall feeling of dedication. The staff creatively do more with less. Their ability to adapt are also strengths.

Areas of Needed Improvement

Dedicated marketing support with an emphasis on social media is needed. Social media campaigns organized by someone with a social media skill set as well as a greater presence on the City website were identified as needs. The centralized PIO function does not serve the Department well but might work if there was a fully dedicated person.

Performance evaluations are not consistently done across the Department and are not tied to salary increases. Some leaders are good at providing them, but most do not. Staff acknowledge PeopleSoft is tough to use; however, more performance feedback is needed.

The Department should increase revenue generation. Staff welcomes the chance to generate additional funds that could stay within the Department for improved programs and facilities.

Council-raised issues should be given time to fully investigate and develop an appropriate response. Many staff were concerned that responding to City Council issues pulls them away from high priority work; dog parks, dangerous trees and median mowing were used as examples. Council also can have unrealistic outcome expectations versus funding levels.

Leadership should respect staff experience and allow for their input when making policy decisions. Explaining decision making rationale could also be improved. It takes too many levels of leadership, and therefore time, to get an operating decision made. Decision-making should be encouraged and supported at a lower level. The Director and Assistant Director should not have to be involved in simple decisions. The district recreation center supervisor should be able to make decisions on things like the expulsion of recreation center violators and part-time hiring. Purchasing decisions for equipment should take effectiveness and efficiency into consideration.

Job descriptions and pay scales should be updated. The Department is constantly losing staff to better paying jobs in other localities. All areas are short-staffed; administration, grounds, recreation aids and marketing were examples.

The relationship with the school system is highly weighted toward school needs versus community needs. RPOS receives very modest support and limited access to indoor school athletic facilities. The Joint Use Agreement with the school system needs leadership support and input for improved equity between the “partners.” An example is that 13 elementary schools use recreation center gyms six hours per day for their physical education classes during the school year. RPOS gets very limited use of upper school gyms after hours for youth/adult programming.

A life cycle renewal/replacement plan for buildings and equipment is needed. Quick fixes are short term. RPOS is too low on the priority list for business-critical equipment replacement. Leasing equipment was offered as an alternative to purchasing.

Organization Structure

In response to so many part-time staff leaving for better pay, staff suggested the Department might be better served by reducing the part-time numbers and creating more full-time positions in their place.

There is strong concern that a “good old boy network” limits progression and development. The perception is that if an employee was not a collegiate or professional athlete, they do not get promoted.

Staff wondered why Urban Forestry is not managed like Grounds Operations, divided into five districts.

Bureaus do not have enough administration staff to adequately manage onboarding and training needs in IT support. They are severely limited in their capacity to manage the PeopleSoft payroll system. More staff need to be trained to ensure timely and adequate payroll and benefits management.

Customers are frustrated due to their calls no longer being directed by a lead receptionist.

Staffing Levels

Urban Forestry is severely understaffed. The single Arborist is inefficient because he constantly runs from one ward to another based on calls. The quantity of equipment repair staff for the entire City is a concern. Recreation centers need more part-time staff hired earlier to handle summer rush. An internal IT liaison is needed to maximize effectiveness of software platforms. Grounds staff should be increased to meet acreage/parcel increases. Seasonal staff training is haphazard because there is no time or staff available to do it well.

Internal Communication and Collaboration

RPOS functions are so broad, but most Bureaus have limited knowledge of their cohorts' work. Although they all try to help each other when asked, they need to improve awareness of and appreciation for all Bureaus. Many feel staff do not capitalize on internal resources and knowledge because they are unaware of help that is available to them.

A recent supervisor's meeting was praised for its allowance for staff to advocate, learn and support each other. Staff would like to have such meetings, where they can share information and ask for help, at least several times a year. Positive things were highlighted during the meeting; participants were pleased with and appreciated the expressed gratitude. Recognition by leadership more frequently than just at the annual awards event would mean a lot, particularly when regular performance feedback is not provided.

Most staff do not understand why CAPRA accreditation is important and what it does for the Department. Most are unaware of the evaluative report or what areas need improvement.

Use of Technology

The WebTrac on-line registration system is hard for residents to navigate. Staff feel they are losing customers because corporate IT is not timely in responding to its issues. Televisions in the fitness areas and Wi-Fi access at recreation centers are needed to support better customer service.

Corporate IT is responsive to hardware issues but limited in their responsiveness to software issues and upgrades. PeopleSoft, RecTrac, and Hansen all have issues and need to be upgraded and better supported. Web Cemeteries software is grossly underutilized – staff are still handwriting triplicate receipts. Too many websites that are needed for regular business outcomes (Dropbox, Google, athletic information sites, et cetera) are blocked by corporate IT.

Staff contact information and office numbers on the city Website are inaccurate and limited. This forces a majority of RPOS calls to administration, which no longer has a receptionist to manage the calls.

Do you have the resources, tools, equipment that you need to do your job efficiently?

Equipment in many functional areas is inadequate and a citywide problem. Some trucks are from 1998. Maintenance of vehicles takes far too long; they can often be out of service for several months. Specialized equipment in Forestry and Grounds for tasks like field top dressing and snow removal is needed, as is more reliable mowing equipment.

Buildings are old, tired and desperately need refreshing. Fitness equipment is outdated. Leasing equipment, to allow for regular upgrading, was suggested.

Human Resources often takes more than six months to hire staff, which is too long. Staff do not understand why the City Manager must sign off on all position hires.

Processes in Need of Improvement

There are very few Departmental or Bureau functionally-specific standard operating procedures (e.g. checklists, reports, proper forms to use, et cetera) to assist new employees with how to do their jobs. Without a good onboarding process, most staff must learn on their own.

Facility rental and refund policies need updating with staff input. It takes too many leadership sign-offs to make necessary change. Policy interpretation is inconsistent; an example used was the refund policy. Staff follows the policy to the letter but the “squeaky wheel” can get it overturned. Staff understand the political reality of their work but would like leadership to support their decisions more often.

RPOS purchasing and contract management needs to be streamlined. Oftentimes, five signatures are required causing PO’s to sit for months if one signature is missed. The processes use paper documents rather than using technology. Daily deposits are also done differently across the Department, with no standard operating procedures.

Corporate IT is inconsistent in how it ensures timely computer access to new employees. Access regularly occurs well after new employee start dates. New employees are often placed under the incorrect supervisor, which impacts payroll accuracy.

Recreation center usage could use review. A Youth Facility Use Card that allows full use of recreation centers as well as unlimited participation in sport teams costs \$20. Meanwhile, athletic associations control the vending operations in most recreation centers, charge participant fees for each team sport, all while often using RPOS equipment.

Organizational Culture

Organizational culture was hard for staff to define. They work hard to support each other to meet service expectations. They need to build awareness of core values like the city has (e.g. integrity, accountability, respect, and service).

Staff don’t feel connected to any leadership/department goals. Leadership needs to ensure visibility, approachability, two-way communication, and decision-making in a timely manner. Leadership should trust staff and drive decision-making to the lowest level possible to improve service.

“Serve the community as best you can with what you have” is a quote from one staff member. Overall, there is distinct pride in the RPOS service orientation and desire to exceed community expectations, despite limitations. There was vibrant discussion regarding the recent shelter response to Hurricane Florence – it was not well coordinated. Significant questions related to Alpha and Beta status, pay issues, and how to operate or pre-position in Zone A flood areas.

Employee Growth and Development

Growth and development are limited for Grounds and Urban Forestry staff. Joining the regional turf council could provide more training opportunities during the non-peak season.

City Human Resources offers supervisor training and a leadership academy. The Department offers VRPS, NRPA, NAYS conferences as well as other VRPS and NRPA training schools.

Most of the trade areas need to implement and enforce mandatory computer and software training. Older employees see this as punishment, but it would improve their efficiency.

Any Additional Information?

Staff are proud that they can serve diverse communities at the centers based on their unique needs. Although they embrace the 18 recreation centers, they understand it may make better business sense to consolidate to reduce costs and allow for more timely capital reinvestment. When that happens, it will be imperative to meet transportation needs of those impacted. Facilities that should be closed due to low utilization include:

- Merrimac Recreation Center
- Campostella Recreation Center
- Park Place Recreation Center
- Three Computer Resource Centers

Employee Survey Results

An opinion survey of the City of Norfolk Recreation, Parks and Open Spaces Department employees was conducted in September 2018. Staff members from all four Bureaus were asked how they felt about topics such as their work environment, communication, goals, innovation, customers, team, internal support and other satisfaction measurement indicators across 48 total questions.

Employees were asked to use a five-point rating scale from strongly agree to strongly disagree and were offered several opportunities for open-ended feedback. A total of 191 employees participated in the survey; 186 fully completed the survey and five submitted partially-completed surveys. All data were entered into an online survey provider's tool, either by employees themselves or manual entry of paper submissions. Results of the open-ended questions have been summarized.

The full report is included in a separate document. As a summary, the scores below show the highest scores, based on at least 75% of employees agreeing or strongly agreeing with the statement and the lowest scores of agree or strongly agree being below 57%.

It is important to note that RPOS scores were very favorable as compared to other agencies Heller and Heller Consulting has worked with in completing organizational assessments.

Highest Scores (all scores of more than 75% of agree and strongly agree)

| | |
|--|-------|
| I know how to measure the quality of my work. | 94.2% |
| I know who my most important customers are. | 90% |
| RPOS is a safe place to work. | 84.2% |
| The people I work with cooperate and work as a team. | 81.1% |
| I can use measurement information to make changes that will improve my work. | 80.4% |
| I know how to tell if we are accomplishing the goals of my work group. | 80% |
| I ask customers what they need and want. | 77.8% |
| RPOS supervisors encourage me to develop job skills. | 76.8% |
| We are prepared to handle an emergency. | 76.4% |
| I am allowed to make decisions to solve problems for my customers. | 76.1% |

Lowest Scores (all scores of agree and strongly agree of less than 57%)

| | |
|---|--------|
| I know how we are doing financially. | 20.42% |
| RPOS removes things that get in the way of progress. | 30.46% |
| I know how RPOS as a whole is doing. | 36% |
| RPOS communicates well internally. | 40% |
| RPOS has the right people and skills. | 45.5% |
| As we plan for the future, RPOS asks for my ideas. | 47.3% |
| RPOS leaders encourage new ideas. | 50.3% |
| RPOS leaders share information about the Department. | 51.8% |
| My Bureau leaders encourage new ideas for our Bureau. | 55.5% |
| RPOS has high standards and ethics. | 56% |
| RPOS is flexible and can change quickly when needed. | 56.3% |
| I receive frequent and effective feedback about my performance. | 56.3% |

Organizational Culture/Mission, Vision and Values

Current Conditions

At the organizational level, culture refers to a set of congruent behaviors, attitudes, and policies that enable an organization to work effectively. The organization's mission, vision and values are important

elements of reinforcing the needed cultural elements. Having a clearly defined culture, when properly aligned with values, drives, and needs, can unleash tremendous amounts of energy toward a shared purpose and foster an organization's capacity to thrive.

It is noteworthy that when asked during employee focus groups, employees could not describe the organizational culture. This suggests an absence of a well-defined RPOS culture. One comment that was a common theme among the employee focus groups was the tension created between staff who are rooted to the status quo and those staff who want to change and improve. This results in a barrier to operational excellence.

Peter Drucker once said, "culture eats strategy for breakfast." This suggests that in order to create strategic direction, an organization must take into account the cultural norms and leadership system to effectively implement future direction. The following are four elements of an effective culture:

- Shared: employees understand and know how to describe the culture.
- Pervasive: the culture should permeate through all levels and areas of the Department.
- Enduring: culture has staying power, and lasts through different leadership legacies
- Implicit: which suggests that the culture is capable of being understood without necessarily being expressed.

Mission statements describe the purpose of the organization, or answers the question of what business are we in? The RPOS mission statement is: *The Department of Recreation, Parks and Open Space enriches the quality of life for citizens by providing choices and opportunities for Norfolk residents to recreate, along with developing and operating a full spectrum of recreational services for youth, adults, and special populations while ensuring the management and maintenance of the city's parks, playgrounds, beaches, urban forest, and city-owned cemeteries.*

Vision statements describe aspirations for an organization. It answers the question of what do we want to become. The RPOS vision statement is: *Refresh, Re-Connect, Re-Focus*. This was created as part of the Recreation, Parks, and Open Space Master Plan and represented the key areas of focus for the agency. During the next iteration of the Master Plan, it would be helpful to re-visit the vision, as it is not necessarily aspirational as much as it is a sense of focus.

Organizational values can play a significant role in shaping the culture of an organization. Recently, the City developed organization values of:

- Embraces a change mindset
- Respects diverse voices and ideas
- Develops strong leaders
- Empowers people to make decisions
- Adopts a strategy of continuous improvement
- Chooses what is right over what is easy
- Shares information to create trust

While it is important to have well-conceived mission, vision and values, it is even more important to ensure that these are operationalized throughout the agency. This is an area for improvement.

Opportunities for Improvement

One method of developing a strong culture is to start by identifying the existing culture through some type of cultural measurement tool such as the Organizational Culture Inventory by Human Synergistics, or by simply having conversations about the desired culture. This can then result in a description of desired culture, which should be aligned with operationalizing the City values. A work team could be developed to identify ways the culture can be reinforced throughout the agency.

Having a well-defined culture can result in strengthening the Department and improve operational effectiveness. After the culture is better defined, systems should then be aligned as a way of reinforcing the desired culture. Systems include areas such as the recruitment and hiring processes, orientation, reward and recognition systems, and performance feedback and appraisal process.

The strategic direction of RPOS should include:

- Development of competencies associated with change management. This will help alleviate the tension created between those employees who want operations to remain the same and those who are seeking better ways of doing business and wanting to be nimble in how services are delivered.
- Creation of an environment in which employees and leaders develop skills in understanding others, or in other words, work at developing good dialogue techniques by balancing advocacy and inquiry and understanding differences.
- Development of leaders through the identification of RPOS leadership competencies and provide training aligned with those competencies. This also includes having a documented succession plan.
- Development of an empowering leadership style includes the suggestion that employees are involved in decision making. When leaders choose to manage without regard to employee input, this constrains innovation, idea generation, better decision making, and employee growth. There are supervisors who follow elements of empowerment, but this is not universally applied throughout the organization.
- Following the elements of this review and developing a well-defined process for implementation will result in continuous improvement. Furthermore, continuous improvement should come from all levels of the organization. This will require staff training to ensure that all areas of the Department are involved in continuous improvement.
- Organizational trust comes from exerting accountability through all areas of the Department, treating employees fairly, having transparency in decision making, and having congruence between what is said and what is done. Employees' satisfaction toward trusting the organization is an important attribute to measure in future employee satisfaction surveys.

Organizational culture and values can be reinforced and operationalized in many ways. Departmental systems such as recruitment, hiring, promotion, reward and recognition, and performance appraisal processes should be aligned with the values and organizational culture. For example, one of the City's values is to embrace a change mindset. Therefore, it's important to hire individuals who can demonstrate their ability to adapt to change. Employees who show evidence of embracing a change

mindset should be recognized. In addition, it is important to provide staff training about what a change mindset entails.

Organization Structure Analysis and Recommendations

Methodology

In undertaking this analysis, HHC reviewed best practice organizations from across the country to understand how they structure and manage their core functional areas, asked RPOS staff their thoughts on current structure and business management and, discussed areas for improvement with various leaders throughout Norfolk's municipal government organization. This analysis primarily focuses on the senior levels of leadership: Director, Assistant Director and Bureau Managers/Superintendent level.

When evaluating the current RPOS structure, HHC utilized span of control metrics to ascertain where opportunities exist to improve business outcomes by reducing hierarchy and driving decision-making to the lowest professional level possible. It is commonly accepted that span of control at the executive/bureau level should generally include between four and seven direct reports, at the managerial/division level between seven and ten direct reports and at the supervisor level between ten and twelve direct reports.

Administrative functions were also reviewed to ascertain if additional investment and/or realignment of labor resources could improve customer service, reduce costs and drive business outcomes.

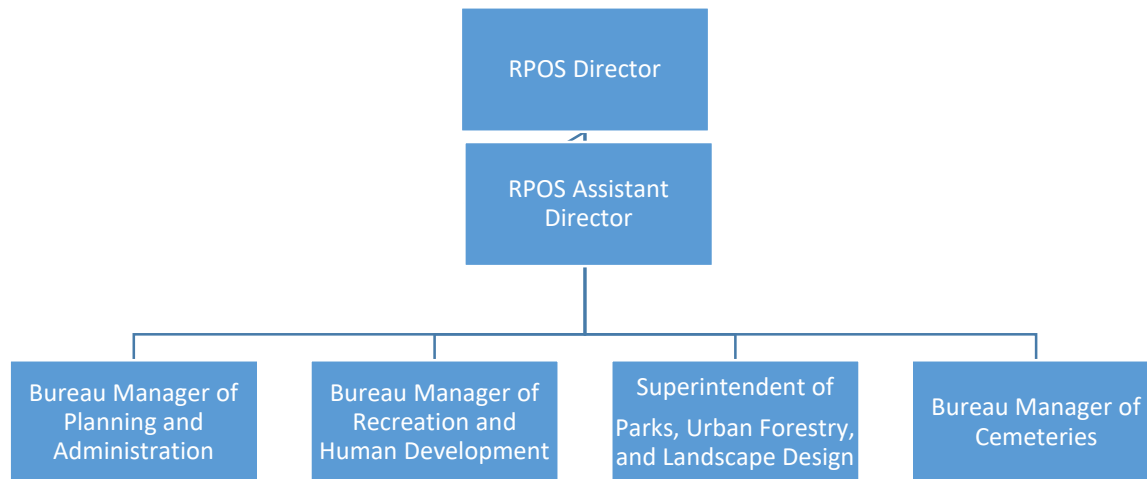
Understanding that new resourcing is difficult to accomplish, throughout this report HHC makes several recommendations for the closure of facilities/functional activities to assist in funding these proposed changes. These recommendations are also referenced in other sections of the Report.

Current Organizational Structure Overview

The organizational chart for the Department delineates RPOS into four Bureaus:

1. Planning and Administration
2. Recreation and Human Development
3. Cemeteries
4. Parks Urban Forestry, Landscape Services and Planning and Design.

Hierarchically, RPOS management is led by a Department Director, an Assistant Director, and three Bureau Managers and a Superintendent directly accountable for day to day bureau operations, as shown below:



The Department Director is not only accountable for the outcomes of RPOS, but also acts as the primary liaison to the City Council, City Manager’s office, other City departments and various departmental commissions, boards and task forces. He provides direct leadership oversight to the Assistant Director and an Office Manager. He also is the primary decision-maker on all RPOS policy development/change initiatives, human resource issues, service delivery, planning and design projects, and acts as the de facto public relations officer.

In reviewing the accountabilities of the Assistant Director, this position provides direct, day to day oversight to the four operating Bureaus. The position also assists the Director in responding to various requests for information and support from city leadership and residents. During the Directors absence, this position acts on his behalf. The incumbent strives to make unannounced site visits daily to review service delivery.

The Planning and Administration Bureau includes oversight to core department business functions (budget, CIP, accounting, human resources, information technology, office management) and the Norfolk Emerging Leaders program – a youth-based summer internship and employment program. At one time the Bureau also contained the public information function. This accountability is now managed at a centralized City office. The planning function (project development, design, master planning and implementation) is not an accountability of the Administration and Planning Bureau but rather currently receives direction from leadership of the Parks Urban Forestry, Landscape Services, Open Space Planning and Design Bureau.

The Bureau of Recreation and Human Development includes three large divisions:

- The Division of Recreation and Leisure Activities includes operational oversight to recreation centers, neighborhood service centers, computer resource centers, Joint Use Agreement school sites, visual and performing arts programming as well as before/after school programming.

- The Division of Aquatics and Water Activities oversees indoor pools, outdoor pools, beach operations, Southside and Northside Aquatic Centers, outdoor pool operations and the Norfolk Fitness and Wellness Center.
- The Division of Athletics, Recreational Sports and Special Programs provides oversight to the citywide athletics program, the Boxing Center, Northside Skate Park, Norview Track (under the Joint Use Agreement with the school system), two senior centers, a therapeutic recreation center and the Ranger program.

The Bureau of Parks Urban Forestry, Landscape Services, Open Space Planning and Design contains three divisions:

- The Division of Parks Urban Forestry maintains all street and public property trees. This work is currently accomplished with four, district-based prune and removal crews and one stump removal crew. It also contains a nursery operation based in Chesapeake. The Division is in the process of hiring a fifth 2-man proactive prune crew. With its implementation, the call backlog for tree pruning and removal should be reduced to six months.
- The Division of Landscape Services maintains City and school properties (including athletic fields with the exception of the Maury and Grandy High School baseball fields) as well as all City right of way and medians. The work is delivered through four district crews and an athletic field crew. The division also runs the small equipment and repair service operation for the entire municipal government.
- The Division of Open Space Planning and Design provides administrative services to the Department including the development of master plans, design services, GIS mapping and park improvement projects.
- This Bureau is a unique combination of two intensely operational functions and a solely administrative function. While HHC appreciates the need for close collaboration between these three functional areas, the Department may be better served by moving the planning and design function elsewhere to allow the bureau head and his division managers to better focus on their primary operational missions.

The Bureau of Cemeteries operates as a Special Revenue Fund. As such, it provides interment services, administrative support and cemetery maintenance at three locations (Forest Lawn, Calvary and Riverside) and maintains five inactive cemeteries (Cedar Grove, Hebrew, Magnolia and nationally registered historic cemeteries West Point and Elmwood). The Bureau Manager also works closely with the Historic Cemeteries Commission to educate the community about the many important individuals interred within and to ensure the preservation of these hallowed grounds.

What is Working Well?

After interviewing RPOS staff, evaluating employee survey results and core business outcomes of the four Bureaus, HHC was impressed with the commitment to service delivery and desire to improve the well-being of residents despite inadequate resourcing in multiple areas. Community survey information from 2014 showed residents as generally pleased with services rendered by RPOS. Unfortunately, this

data is now aged and may not accurately reflect current community thinking as the Department has undergone significant funding cuts since it was undertaken.

Based on windshield tours and multiple site visits, HHC developed an appreciation for the overarching professionalism exhibited throughout RPOS. While it's apparent most facilities and parks need capital renewal/replacement, staff were focused on providing safe, fun and educational programs, activities and public places. RPOS employees are proud of their professionalism and remain focused on providing quality outcomes and service delivery.

Opportunities to Improve Business Outcomes and Reduce Costs

HHC makes the following recommendations to the current RPOS structure with the expectation they will result in improved business outcomes, increased customer service, reduced costs and enhanced internal /external communications and support.

1. Eliminate the Assistant Director position and have the Bureau Managers/Superintendent report directly to the Department Director. As referenced earlier in the report, the recommended span of control for executive leadership positions is between four and seven positions. The RPOS director currently has two direct reports.

While many park and recreation agencies nationwide operate with assistant director/deputy director positions, it is HHC's opinion that this is an outdated model that creates an additional level of management inspection and cost. Resources dedicated to positions such as these can be better spent in strengthening business functions. Many municipally-based organizations have flattened their leadership hierarchy to improve efficiencies, increase responsiveness in decision-making, and become nimbler. Thinking ahead to excellence in attracting and retaining young talent, employees entering the work force are not looking to work in deeply hierarchical organizations.

The current Assistant Director position does not appear to add appreciable value but rather another, and likely unnecessary, layer of executive oversight. The Director's focus should remain forward-thinking; concentrating on factors that will enhance RPOS' ability to meet council and community priorities and overseeing the professional and talented Bureau Managers. Regular meetings with and reports from these leaders will allow the Director to remain well-versed in RPOS operations, while maintaining strategic initiatives. When the Director is away from the office, these leaders should rotate as the "acting" Director. This scenario will also provide a leadership pipeline for succession to the Director position. The salary savings from this adjustment should be invested in the creation of several business systems positions.

2. Move the Norfolk Emerging Leaders Program (NEL) from the Planning and Administrative Bureau to the Recreation and Human Development Bureau, with the position reporting to a Division Head. The Planning and Administration Bureau Manager should be focused on strengthening business systems to best support operations, not the delivery of a

seasonal program. The NEL programmer already works closely with recreation operations leadership for program success and would gain increased synergies by functioning within this Bureau.

3. Add a position to oversee data use and analysis. Currently, RPOS does not utilize business-critical data analytics from its software platforms and other data sources to its advantage. HHC recommends the creation of a Business Analyst position within the Administration Bureau to develop business intelligence reports, thereby assisting department leaders in making timely and strategic decisions to improve outcomes and better meet community expectations. This position should also be responsible for conducting regular community and program-specific surveys to ensure RPOS remains focused on community priorities. The Planning and Administration Bureau Manager would provide work direction and oversight.
4. Fill a receptionist position within the Planning and Administration Bureau as a dedicated receptionist does not exist. The position is needed to take customer calls and facilitate timely responses. While this is a relatively low-level position, it critically impacts community perceptions of RPOS as the Department only gets one chance to make a good first impression. Without a dedicated customer intake position, consumers are leaving Department programs and taking their business elsewhere. The position could also assist with basic administrative work such as keyboarding, leadership trip logistics, scheduling of meetings, etc. The Office Manager would provide oversight and work direction. The Bureau Manager should oversee the Office Manager position.
5. Strengthen the technology systems. City and Departmental staff surfaced concerns with the underutilization of RPOS technological systems, particularly software. HHC understands the City has a Department of Information Technology that is accountable for the maximization of both hardware and software across the organization. Rarely can such an internal service provider fully understand, much less maximize, the unique mission-critical software programs found in multiple departments. HHC recommends the development of a Technology Analyst under the supervision of the Administration Bureau Manager. This new position would be accountable for representing the diversity of mission-critical software update/upgrade needs to the city's Information Technology Department and working with them to ensure timely implementation.

The incumbent would also provide technical software support and training to RPOS users to ensure the maximum effectiveness of their mission-specific applications. Park and Recreation agencies the size of Norfolk typically have an in-house position dedicated to technology. This competency will grow in its importance in the future, given the increased reliance on technology in operations.

6. Create a stand-alone Bureau of Planning, Design and Development. A Planning position should be added to the Bureau and be overseen by the Landscape Architect IV. The position would be responsible for the development and updating of RPOS master plan and strategic plan initiatives and ensuring the implementation of associated activities and tasks. The Bureau would also be accountable for developing and overseeing all CIP projects, CAPRA reaccreditation, and working with other bureau leaders to plan, design and implement needed capital repair and renewal strategies.
7. Strengthen the Department's approaches to marketing and communications, while maintaining its commitment to the City's PIO office. The recommendation is to create a full-time marketing/communications specialist position, dedicated to RPOS. Skill sets of this position should include the ability to develop a strategic approach to marketing and communications such as the development of an external customer outreach framework, management of web-based communication platforms, identification of customer markets and preferences, provision of internal marketing support, further development of the RPOS brand, and act as the Department's spokesperson as needed. This position should be included in RPOS leadership and business meetings to stay abreast of operations, issues and initiatives. Typically, parks and recreation agencies the size of Norfolk have at least three full-time marketing and communications staff.
8. Consolidate the Bureau of Cemeteries administrative functions. Currently the Bureau operates an administrative unit at three active cemeteries. HHC recommends the consolidation of administration functions to the Forest Lawn location. Current technology should enable staff to effectively service both bereaved families and Funeral Directors from one location. When needed, staff could meet customers at Calvary and Riverside to deal with their site-specific needs or questions. These meetings along with unannounced visits would allow for site-based review of what are currently laudable levels of maintenance and internment services.

The Cemeteries Bureau Manager has three direct reports. The need for the Operations Manager position is unclear and its deletion should be considered. The Bureau Manager would then have four direct reports comprised of the Cemeteries Division Head of Funerals, Public Information Specialist II, Maintenance Supervisor II and Groundskeeper Crew Leader. If these staffing and oversight changes are undertaken, a reduction of one Operations Manager, one FT Cemetery Manager II, one FT Cemetery Manager I and a PT Support Technician would provide a significant reduction in staff costs and improvement to the Cemeteries Special Revenue Fund's net operations allowing for increased investment in outstanding capital renewal projects.

9. The Landscape Services Division is subdivided into six district/specialty work groups. The Downtown, East, North and Ocean View Districts should be reviewed for span of control changes between Groundskeeper Crew Leaders, Equipment Operator/Groundskeeper

staff and temporary employees. There are 19 crew leaders supervising 26 line staff and up to 40 temporary employees spread across these four districts; a ratio of 3.473 staff per crew leader. This ratio is significantly below the standard span of control of 10 to 12 staff to one crew leader.

There is little research to draw upon to use in analyzing the costs and benefits of having forestry, park maintenance, or open space responsibilities within a recreation and parks department or a public works department. Each particular city assesses how those areas of responsibility are best managed. It is important to note that in the 2018 NRPA Agency Performance Review, a Park and Recreation Agency Performance Benchmarks report that 95% of reporting recreation and park agencies nationwide have responsibility for park maintenance. This percentage is based on 1,069 reporting agencies across the United States.

It is our assessment that park maintenance, urban forestry and open space responsibilities are managed very well within RPOS. This is based on work performed with many other agencies that manage forestry and park maintenance responsibilities. Therefore, the recommendation is to keep Park Maintenance, Urban Forestry, and Open Space responsibilities within RPOS.

10. Analyze the costs and benefits of adding the competencies of the Athletic Fields Division within each landscape services district. This would inevitably reduce windshield time and associated costs of operating vehicles. It would also provide existing employees with an opportunity to expand their skills.
11. Transfer the Computer Resource Centers program to the Library Department. The provision of Computer Resource Centers falls outside of national core parks and recreation program standards. HHC recommends the closure of the Oakleaf, Digs Town and Campostella Heights facilities. Currently, average daily visitation at the Centers is very small as follows:
 - Oakleaf Computer Resource Center: 6
 - Diggstown Computer Resource Center: 10
 - Campostella Heights Computer Resource Center: 20

In addition to low average daily attendance another factor to consider in this recommendation is the proximity of the Centers to library facilities as follows:

- Campostella Resource Center from Horace Downing: 1.2 miles
- Diggstown Resource Center from Horace Downing: 1.3 miles
- Oakleaf Resource Center from Horace Downing: 1.7 miles

Appendix A at the end of the report shows the distance of the Centers to libraries.

The users of these resource centers would be better served by the city's professional librarians, who are trained in the use of computer resources, at the recently renovated Horace C. Downing Library and the soon to open Southside Library. A reduction of one FT and six PT staff would result.

12. Close selected recreation centers. In reviewing the historic utilization trends and programmable space at RPOS recreation centers, it is apparent that a few of the centers should be closed, with participants redirected to nearby facilities where better programming opportunities are available. HHC recommends closure of the Merrimack, Park Place and Campostella recreation centers with customers redirected to the Bayview, Lamberts Point and Berkley facilities. HHC also encourages the close review of visitation and programming metrics at the Grandy Village location as it may also warrant closure if utilization trends do not improve. Average daily attendance for the three facilities mentioned include:

- Park Place Community Center: 20
- Merrimack Landing Recreation Center: 5
- Campostella Recreation Center: 4

13. Reimagine the Bureau of Recreation and Human Development which currently has three division heads of Aquatics, Athletic Services and, Recreation and Leisure Services. Each of these managers has three direct reports which is well below the standard span of control metric of seven to ten staff. If the facility closures contained in Recommendations 11 and 12 are undertaken, HHC would suggest the Bureau be reconfigured into two divisions: Athletic and Aquatic Services and, Recreation Operations and Programming.

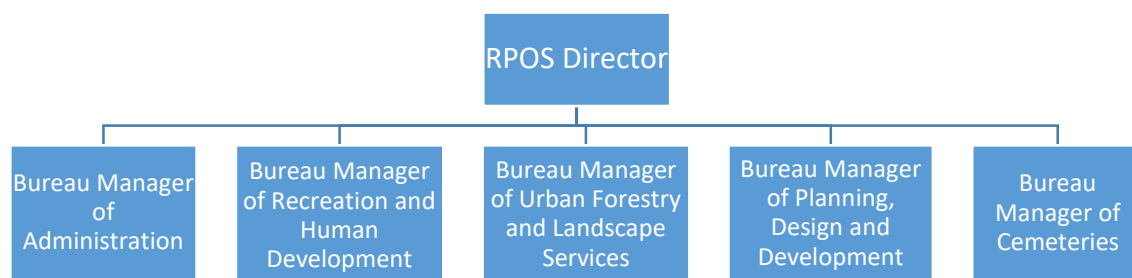
The Division of Athletic and Aquatic Services would have five sections reporting to the Division Head: The Norfolk Wellness Center (Aquatics services), the Boxing Center, Athletics, the Southside Aquatics Center and the Northside Aquatics Center. Each of these sections would be led by a Senior Recreation Specialist II reporting directly to the Division Manager.

The Division of Recreation Operations and Programming would also have five sections reporting to the Division Head: two sub-sets of the remaining Recreation Centers, Visual Arts Programs, Special Programs (Therapeutics, Seniors, NEL) and, the Dance and Music Program. Each recreation center operations section would be overseen by a Facility Manager and the other three program sections by a Senior Recreation Specialist II.

The reconfiguration would result in a reduction of a Division Manager and HHC recommends the salary savings be directed toward funding of the administrative positions recommended earlier.

14. Rename the Planning and Administration Bureau to the Bureau of Administration, given the recommendations listed previously. In addition, shorten the Parks, Urban Forestry, Landscape Services and Planning and Design Bureau to the Bureau of Urban Forestry and Landscape Services. When combined with the Cemeteries Bureau, Recreation and Human Development Bureau, and the creation of the Planning, Design and Development Bureau, the Department Director will have a total of five direct reports.

The revised organization chart includes the following:



Leadership System

Current Conditions

There is a significant amount of good work being done by the Department in relation to its leadership system. An effective leadership system can be defined as developing a workforce that is competent, motivated, adaptive, and values people in a trusting environment. This includes establishing a participatory, collaborative organization dedicated to continual learning and improvement. It also suggests that the organization's leadership exerts accountability throughout the agency. A good leadership system provides a focus and emphasis on opportunities for professional and leadership development and strives to create an integrated, well-coordinated team that results in high performance. A significant benefit of developing an excellent leadership system is the ability to retain excellent staff.

There is pride in how the Department operates and a sense of care exists throughout. According to the Employee Survey, 61.2% of employees feel as though senior leaders have created a work environment that help them do their job. In addition, 66% of staff feel as though their supervisors and the Department as a whole, care about them. There were many positive comments during the employee focus groups about the leadership of the Department. However, this is not universally agreed upon as there are examples of leaders that do not create a good environment for participation, collaboration and trust.

As part of the review of the leadership system, the job descriptions of senior leaders of the Department were reviewed. The job descriptions are generic to the City's entire class of employees in the position and are not customized by Department specific information. Job description language of the senior leaders of RPOS includes leadership/management language as follows:

- Director provides leadership to the Assistant Director and Business Systems Manager and Division Leaders to plan, organize coordinate and manage the performance of staff.
- Assistant Director directs and delegates work of lower level employees. Performs performance evaluations on employees who directly report to the position.
- Bureau Manager provides direct supervision and assigns, trains, and supervises and evaluates a large staff and their work.
- Division Head manages staff by scheduling and coordinating work assignments, training and developing, conducting performance evaluations, and providing information as needed.
- Facilities Manager manages staff by scheduling and coordinating work assignments, training and developing, conducting performance evaluations, and providing information as needed.

The job descriptions should have additional language focused on leadership skills, including the development of strategy.

During the engagement meetings and staff focus groups that were held, Departmental turnover was frequently mentioned as an area of concern. In reviewing a Turnover Report FY16-FY18, there were 121 employee separations during that time period. The report listed and categorized reasons for the employees leaving the Department. Of the 121 separations, the following were the top five reasons for leaving, with the number of separations listed for each:

- | | |
|---|----|
| • Resignations and resignations as a result of getting another position | 47 |
| • Normal retirement | 22 |
| • Temporary assignment ending | 16 |
| • Violating City policy | 7 |
| • Personal reasons | 5 |

The other categories for separation included death, disability, falsified information, dishonesty, family reasons, job abandonment, relocation, leaving for school, and job dissatisfaction.

There is a belief that low pay is the most significant root cause to employees leaving RPOS. It is not possible to confirm this in reviewing the Turnover Report. Only one separation was recorded as leaving as a result of dissatisfaction with pay.

While a review of compensation is beyond the scope of the RPOS study, according to Department leadership and staff, pay levels are a Citywide issue. The Department recognizes that pay studies are needed for both full-time and part-time staff. RPOS will need to work with the City's Human Resources Department to analyze compensation in order to attract and retain excellent employees.

Opportunities for Improvement

There are excellent examples of leadership throughout the Department. One method of strengthening leadership is to develop a set of leadership guidelines. These are a set of attributes that defines good leadership for RPOS. As an example, Google embarked on a project to identify effective leaders for their company. They did 10,000 observations reviewing all aspects of leadership including performance appraisals and meetings with employees. They found the following guidelines that describe leadership success and effectiveness.

- Empower your team and don't micromanage
- Express interest in team members' success and personal well-being
- Don't try to be popular; be productive and results oriented
- Be a good communicator and listen to your team
- Help your employees with career development
- Have a clear vision and strategy
- Have key technical skills
- Be a good coach

RPOS should use leadership guidelines as a starting point for elements of leadership. As an example, these skills can be connected to competencies included in the City's values, including: change management, creating an inclusive environment, empowerment, continuous improvement, decision making, and organizational trust.

Along with the establishment of strategic direction, another improvement area relates to consistent, system-wide feedback for employees. It is important to note that this is a City-wide issue that is currently being remedied by new policies being developed by the City's Human Resources Department. In the absence of Human Resources performance feedback policy, 70% of employees have received performance appraisals, according to the Department Director.

The Department needs to establish a documented process for performance feedback, ideally more than a once a year formal appraisal process. The City of Norfolk does have a performance evaluation template that should be customized for RPOS. The template includes the following evaluative attributes:

- Accountability
- Integrity
- Innovation
- Respect
- Job knowledge
- Communication
- Customer service
- Accomplishments
- Two additional competencies that are job specific
- Specific objectives for an individual employee

- Training objectives for an individual employee

This is an effective framework for RPOS. One key missing attribute is leadership effectiveness. All supervisors should be evaluated according to their effectiveness in supervising others. Job description language should be strengthened for Facilities Managers, Division Heads, Bureau Managers, and Director. Job description attributes should include areas such as staff leadership, developing a strategy focus, building a team, growth and development of staff, and providing effective coaching and feedback. This can be supplemental to the City's job descriptions.

Another area to strengthen includes the process of organizational communication. There should be all-staff meetings, held either quarterly or at least twice a year. This can be a forum to discuss progress on organizational objectives/strategy, a review of key performance indicators results, and current organizational topics/challenges. In addition, this can be an opportunity to educate employees about the budget and how the Department is faring year-to-date. This is mentioned specifically as only 20% of employees agreed that they knew how the Department was doing financially. Each Bureau should supplement these meetings with their own Bureau specific meetings, held a couple of times a year.

In addition, it's important for the organization to develop a documented succession plan. This requires the addition of career development attributes as part of the feedback and coaching process. Successful succession planning is developed on a system-wide basis and should be started at the top of the organization including the Director and Bureau Manager positions. After those levels of succession are developed, next in line would be the Division Head level.

There is not a documented onboarding process for new staff. Some areas, particularly those that hire seasonal staff do offer job specific training. For new full-time employees, there is an opportunity to participate in Citywide orientation. However, there is not a RPOS Department wide onboarding process. This is the time for new staff to become familiar with mission, vision, values, strategic direction, an overview of services, organization structure, policies and procedures, and an overview of the Department's culture.

The City does offer a variety of training related to compliance issues as well as various skill set areas such as supervision. A recommendation for future training is to develop Departmental competencies, research existing workforce capabilities, and develop training needs around any deficit areas. An in-house training program should be developed to educate employees about how financial systems work. As mentioned previously, training can be provided to support the City's values in competency areas such as the management of change.

As for turnover, it is helpful that the City tracks employee turnover. One suggestion for improvement is to dig deeper into the reasons for resignations and to further identify reasons for turnover. The report indicated one employee leaving because of dissatisfied with pay. Undoubtedly, the actual number of employees leaving because of pay issues is much higher. Furthermore, the cost of turnover should be quantified and tracked. The Department can assist the Human Resources Department with completing

a comparable pay study for part-time positions. The Department will need to work with the Human Resources Department to analyze compensation levels for full-time positions.

Financial Analysis

The following section provides a detailed assessment of the Departments' financial results. This includes information about budgeted numbers, actual numbers and how results compare to what was originally budgeted year to year. In addition, revenues for Recreation and Cemeteries are also detailed. The assessment includes three fiscal years of 2016, 2017, and 2018.

The Department does not have a revenue policy and identified cost recovery goals and subsidy levels. Currently, there is not an emphasis on earned revenue generation. The Department's earned revenue percentage of total revenues is approximately seven-eight percent annually. According to the National Park and Recreation Association, the average ratio of tax support to earned revenue is 70/30 for cities around the country. For Norfolk, the ratio is approximately 92/8.

With continued diminishing of tax support for the Department, RPOS could enhance its ability to offer services with more reliance on non-tax revenues. This would result in a shift in philosophy for RPOS services, resulting in an increased emphasis on revenue generation.

During the engagement meetings with Council and Commission members, it was acknowledged that the Department is underfunded. Also, the members acknowledged that staffing levels are not adequate, particularly in Parks and Urban Forestry. Yet, the Department has experienced budget reductions each year. The Department is facing 3% cuts this year. It is important for the Department to quantify the results of the budget reductions related to the impact on services.

It is worth noting that the 2010 Master Plan, approved in 2012, had recommendations for capital investment in the amount of \$138 million through the year 2032. Given the Department only receives about a \$1 million for year, the City will not be able to come close to reaching that level of investment. Replacement schedules for vehicles, capital and equipment are needed. The Department also needs to develop an asset inventory system.

Given that planning cycles for master plans are generally either five or ten years, the Department will need to identify funding for a plan update in 2020. It's important that the next iteration of the plan be realistic in what the Department can accomplish, given funding limitations.

Administration

| Sum of Current Expense Budget | | | | |
|--|-----------------|---------|---------|---------|
| Section Title | PS/Benefits/NPS | 2016 | 2017 | 2018 |
| City Health Initiative | Salary | | | 47,310 |
| | Non-Personnel | | | 5,000 |
| City Health Initiative Total | | | | 52,310 |
| Directors Office-Recreation/Parks & Open | Salary | 555,056 | 556,469 | 631,164 |
| | Part-time | 67,458 | 67,902 | 642 |

| | | | | |
|---|---------------|------------------|------------------|------------------|
| | Non-Personnel | 283,231 | 398,862 | 317,532 |
| Directors Office-Recreation/Parks & Open Total | | 905,745 | 1,023,233 | 949,338 |
| NEL Internship Program | Salary | 4,396 | 4,441 | 4,471 |
| | Part-time | 87,451 | 88,041 | 88,433 |
| NEL Internship Program Total | | 91,847 | 92,482 | 92,904 |
| NEL Programs | Salary | 1,047 | 2,206 | 2,245 |
| | Part-time | 536,986 | 552,143 | 552,640 |
| | Non-Personnel | 116,685 | 105,920 | 105,920 |
| NEL Programs Total | | 654,718 | 660,269 | 660,805 |
| Norfolk Coalition for Educational Excellence | Non-Personnel | 20,000 | 20,000 | 20,000 |
| Norfolk Coalition for Educational Excellence Total | | 20,000 | 20,000 | 20,000 |
| Public Information | Salary | 121,223 | 140,492 | 143,236 |
| | Non-Personnel | 87,858 | 81,858 | 81,858 |
| Public Information Total | | 209,081 | 222,350 | 225,094 |
| Youth Development | Non-Personnel | 40,000 | 40,000 | 40,000 |
| Youth Development Total | | 40,000 | 40,000 | 40,000 |
| Youth Leadership | Non-Personnel | 20,000 | 20,000 | 20,000 |
| Youth Leadership Total | | 20,000 | 20,000 | 20,000 |
| Grand Total | | 1,941,391 | 2,078,334 | 2,060,451 |

Budgeted expenses increased by 6.1% between FY2016 and FY2018.

Budgeted Administration personnel expenses account for an average of 70% of each year's budget, 30% non-personnel. Actual personnel / non-personnel expense percentages were as follows:

- 2016: 75.8% / 24.2%
- 2017: 71.5% / 28.5%
- 2018: 67.1% / 32.9%

| Sum of Total Obligations | | | | |
|---|-------------------------|----------------|----------------|----------------|
| Section Title | PS/Benefits/NPS2 | 2016 | 2017 | 2018 |
| City Health Initiative | Salary | | | 5,127 |
| | Non-Personnel | | | 8,709 |
| City Health Initiative Total | | | | 13,837 |
| Directors Office-Recreation/Parks & Open | Salary | 588,222 | 514,687 | 590,935 |
| | Part-time | 2,950 | 636 | 5,584 |
| | Non-Personnel | 255,326 | 355,058 | 326,528 |
| Directors Office-Recreation/Parks & Open Total | | 846,498 | 870,381 | 923,047 |
| NEL Internship Program | Salary | 1,240 | 3,541 | 1,082 |
| | Part-time | 15,297 | 40,523 | 11,825 |
| NEL Internship Program Total | | 16,537 | 44,065 | 12,907 |
| NEL Programs | Salary | 48,041 | 45,541 | 39,859 |

| | | | | |
|---|---------------|------------------|------------------|------------------|
| | Part-time | 586,551 | 650,505 | 450,198 |
| | Non-Personnel | 44,236 | 36,320 | 38,913 |
| NEL Programs Total | | 678,828 | 732,367 | 528,969 |
| Norfolk Coalition for Educational Excellence | Non-Personnel | 9,046 | 14,380 | 18,855 |
| Norfolk Coalition for Educational Excellence Total | | 9,046 | 14,380 | 18,855 |
| Public Information | Salary | 111,142 | 135,715 | 136,226 |
| | Non-Personnel | 70,357 | 105,531 | 88,073 |
| Public Information Total | | 181,499 | 241,246 | 224,299 |
| Youth Development | Non-Personnel | 33,431 | 23,359 | 106,286 |
| Youth Development Total | | 33,431 | 23,359 | 106,286 |
| Youth Leadership | Non-Personnel | 19,839 | 20,064 | 21,366 |
| Youth Leadership Total | | 19,839 | 20,064 | 21,366 |
| Grand Total | | 1,785,679 | 1,945,863 | 1,849,567 |

Actual expenses increased by 3.6% between FY2016 and FY2018.

There seems to be a consistent discrepancy between how the NEL programs are budgeted for and what the actual program expenses end up being. Each year the personnel expenses are significantly under-budgeted, which is generally offset by the non-personnel expenses being significantly over-budgeted. In 2016, the total NEL program was over budget by \$24,110, in 2017 it was over by \$72,098, and in 2018 it was under budget by \$131,836.

Overall, Administration's actuals typically come in significantly under budget. In 2016, Administration was \$155,712 (8.72%) under budget, \$132,471 (6.8%) in 2017, and \$210,884 (11.4%) in 2018.

| Budget Change from one year to the next | | 2017/ 2016 | 2018/ 2017 | 2018/ 2016 |
|---|---------------|-----------------------|-----------------------|-----------------------|
| | | | | |
| City Health Initiative | Salary | | | |
| | Non-Personnel | | | |
| City Health Initiative Total | | | | |
| Directors Office-Recreation/Parks & Open | Salary | 0.3% | 13.4% | 13.7% |
| | Part-time | 0.7% | - | - |
| | Non-Personnel | 40.8% | 20.4% | 12.1% |
| Directors Office-Recreation/Parks & Open Total | | 13.0% | -7.2% | 4.8% |
| NEL Internship Program | Salary | 1.0% | 0.7% | 1.7% |
| | Part-time | 0.7% | - | - |
| NEL Internship Program Total | | 0.7% | 0.1% | 0.9% |

| | | | | |
|---|---------------|-------------|--------------|-------------|
| NEL Programs | Salary | 110.7 % | 1.8% | 114.4 % |
| | Part-time | 2.8% | 0.1% | 2.9% |
| | Non-Personnel | -9.2% | 0.0% | -9.2% |
| NEL Programs Total | | 0.8% | 0.1% | 0.9% |
| Norfolk Coalition for Educational Excellence Total | | 0.0% | 0.0% | 0.0% |
| Public Information | Salary | 15.9% | 2.0% | 18.2% |
| | Non-Personnel | -6.8% | 0.0% | -6.8% |
| Public Information Total | | 6.3% | 1.2% | 7.7% |
| Youth Development Total | | 0.0% | 0.0% | 0.0% |
| Youth Leadership Total | | 0.0% | 0.0% | 0.0% |
| | | | | |
| Grand Total | | 7.1% | -0.9% | 6.1% |

| Actuals as a percent of budget | | 2016 | 2017 | 2018 |
|---|---------------|---------------|---------------|---------------|
| City Health Initiative | Salary | | | 10.8% |
| | Non-Personnel | | | 174.2% |
| City Health Initiative Total | | | | 26.5% |
| Directors Office-Recreation/Parks & Open | Salary | 106.0% | 92.5% | 93.6% |
| | Part-time | 4.4% | 0.9% | 869.8% |
| | Non-Personnel | 90.1% | 89.0% | 102.8% |
| Directors Office-Recreation/Parks & Open Total | | 93.5% | 85.1% | 97.2% |
| NEL Internship Program | Salary | 28.2% | 79.7% | 24.2% |
| | Part-time | 17.5% | 46.0% | 13.4% |
| NEL Internship Program Total | | 18.0% | 47.6% | 12.7% |
| NEL Programs | Salary | 4588.4% | 2064.4% | 1775.5% |
| | Part-time | 109.2% | 117.8% | 81.5% |
| | Non-Personnel | 37.9% | 34.3% | 36.7% |
| NEL Programs Total | | 103.7% | 110.9% | 80.0% |
| Norfolk Coalition for Educational Excellence Total | | 45.2% | 71.9% | 94.3% |
| Public Information | Salary | 91.7% | 96.6% | 95.1% |
| | Non-Personnel | 80.1% | 128.9% | 107.6% |
| Public Information Total | | 86.8% | 108.5% | 99.6% |
| Youth Development Total | | 83.6% | 58.4% | 265.7% |
| Youth Leadership Total | | 99.2% | 100.3% | 106.8% |
| | | | | |
| Grand Total | | 92.0% | 93.6% | 89.8% |

The goal in good budgeting is to land as close to 100% in the “Actuals as a percent of budget” category as possible. This would indicate that careful attention to detail was given to the budget process and then prudent ongoing expense control was executed throughout the year. Nuances from year to year are to be expected in overall actuals as a percent of budget is concerned; however, if consistent patterns are seen, some adjustments can be made. For example, the Director’s Office section of the budget consistently lands under budget (i.e. 93.5%, 85.1%, 97.2%). Over the course of the three years observed, an average of \$79,463 in budgeted expenses were not needed. A closer look into the specific detailed budget of the Director’s Office budget may help in achieving more realistic budget figures.

Parks and Urban Forestry

| Sum of Current Expense Budget | | | | |
|--|-----------------|------------------|------------------|------------------|
| Section Title | PS/Benefits/NPS | 2016 | 2017 | 2018 |
| Landscape Services | Salary | 3,219,514 | 3,139,111 | 3,168,397 |
| | Non-Personnel | 757,514 | 757,514 | 759,171 |
| Landscape Services Total | | 3,977,028 | 3,896,625 | 3,927,568 |
| Open Space & Planning | Salary | 362,426 | 370,814 | 378,045 |
| | Non-Personnel | 29,687 | 29,687 | 29,687 |
| Open Space & Planning Total | | 392,113 | 400,501 | 407,732 |
| Urban Forestry | Salary | 912,703 | 944,845 | 968,408 |
| | Non-Personnel | 72,751 | 72,751 | 72,751 |
| Urban Forestry Total | | 985,454 | 1,017,596 | 1,041,159 |
| Grand Total | | 5,354,595 | 5,314,722 | 5,376,459 |

Budgeted expenses increased by .04% between FY2016 and FY2018.

Budgeted Parks and Urban Forestry personnel expenses account for 84% of each year's budget, 16% non-personnel. Actual personnel / non-personnel expense percentages were as follows:

- 2016: 76.3% / 23.7%
- 2017: 69.2% / 30.8%
- 2018: 72.4% / 27.6%

| Sum of Total Obligations | | | | |
|--|------------------|------------------|------------------|------------------|
| Section Title | PS/Benefits/NPS2 | 2016 | 2017 | 2018 |
| Landscape Services | Salary | 2,743,880 | 2,621,903 | 2,934,964 |
| | Non-Personnel | 1,135,365 | 1,566,001 | 1,349,795 |
| Landscape Services Total | | 3,879,245 | 4,187,904 | 4,284,759 |
| Open Space & Planning | Salary | 336,019 | 199,647 | 206,425 |
| | Non-Personnel | 22,327 | 26,200 | 13,761 |
| Open Space & Planning Total | | 358,345 | 225,847 | 220,185 |
| Urban Forestry | Salary | 861,603 | 922,487 | 887,519 |
| | Non-Personnel | 66,087 | 72,497 | 170,751 |
| Urban Forestry Total | | 927,691 | 994,984 | 1,058,269 |
| Grand Total | | 5,165,281 | 5,408,735 | 5,563,214 |

Actual expenses increased by 7.7% between FY2016 and FY2018.

Landscape Services is consistently under budget in salary and over budget for non-personnel. Salary was \$475,634 under budget in 2016, \$517,208 in 2017, and \$233,433 in 2018. Despite the consistent under budget results, the same amount (with a small percentage increase) was budgeted in subsequent years.

Due to unexpected projects, equipment repair/replacement, et cetera, it can be difficult to accurately budget for non-personnel expenses in Landscape Services; however, due to the non-personnel line item resulting in an over-budget status of at least \$377,851 (or more) each year, the expense line item should be increased.

Budget performance in 2018 appears variable, as some of the line items were extremely over budget and some were extremely under budget – there was not a lot of middle ground. In comparison to the 2016 performance, where the grand total was \$189,314 under budget, 2018 was nearly the exact opposite, at \$186,755 over budget.

| Budget Change from one year to the next | | 2017/ 2016 | 2018/ 2017 | 2018/ 2016 |
|--|---------------|-----------------------|-----------------------|-----------------------|
| Landscape Services | Salary | -2.5% | 0.9% | -1.6% |
| | Non-Personnel | 0.0% | 0.2% | 0.2% |
| Landscape Services Total | | -2.0% | 0.8% | -1.2% |
| Open Space & Planning | Salary | 2.3% | 2.0% | 4.3% |
| | Non-Personnel | 0.0% | 0.0% | 0.0% |
| Open Space & Planning Total | | 2.1% | 1.8% | 4.0% |
| Urban Forestry | Salary | 3.5% | 2.5% | 6.1% |
| | Non-Personnel | 0.0% | 0.0% | 0.0% |
| Urban Forestry Total | | 3.3% | 2.3% | 5.7% |
| Grand Total | | -0.7% | 1.2% | 0.4% |

| Actuals as a percent of budget | | 2016 | 2017 | 2018 |
|--|---------------|--------------|---------------|---------------|
| Landscape Services | Salary | 85.2% | 83.5% | 92.6% |
| | Non-Personnel | 149.9% | 206.7% | 177.8% |
| Landscape Services Total | | 97.5% | 107.5% | 109.1% |
| Open Space & Planning | Salary | 92.7% | 53.8% | 54.6% |
| | Non-Personnel | 75.2% | 88.3% | 46.4% |
| Open Space & Planning Total | | 91.4% | 56.4% | 54.0% |
| Urban Forestry | Salary | 94.4% | 97.6% | 91.6% |
| | Non-Personnel | 90.8% | 99.7% | 234.7% |
| Urban Forestry Total | | 94.1% | 97.8% | 101.6% |
| Grand Total | | 96.5% | 101.8% | 103.5% |

Recreation

Recreation Expenses

| Sum of Current Expense Budget | | | | |
|--|-----------------|------------------|------------------|------------------|
| Section Title | PS/Benefits/NPS | 2016 | 2017 | 2018 |
| Aquatics | Salary | 661,057 | 671,695 | 750,011 |
| | Part-time | 688,744 | 683,604 | 731,950 |
| | Non Personnel | 47,186 | 50,733 | 50,733 |
| Aquatics Total | | 1,396,987 | 1,406,032 | 1,532,694 |
| Athletics | Salary | 231,103 | 298,856 | 273,870 |
| | Part-time | 94,728 | 103,485 | 103,898 |
| | Non Personnel | 156,149 | 156,149 | 156,149 |
| Athletics Total | | 481,980 | 558,490 | 533,917 |
| Boxing | Salary | 89,556 | 195,892 | 197,322 |
| | Part-time | | 56,456 | 56,456 |
| | Non Personnel | 10,141 | 26,002 | 26,002 |
| Boxing Total | | 99,697 | 278,350 | 279,780 |
| Computer Resource Centers | Salary | 44,706 | 45,738 | 44,984 |
| | Part-time | 41,515 | 42,961 | 58,049 |
| | Non Personnel | 4,507 | 4,007 | 4,007 |
| Computer Resource Centers Total | | 90,728 | 92,706 | 107,040 |
| Dance/Music | Salary | 160,077 | 164,287 | 166,028 |
| | Part-time | 123,582 | 135,459 | 153,818 |
| | Non Personnel | 6,475 | 6,475 | 6,475 |
| Dance/Music Total | | 290,134 | 306,221 | 326,321 |
| NFWC Facility (non-Pool) | Salary | 245,061 | 205,214 | 207,706 |
| | Part-time | 136,806 | 140,432 | 145,590 |
| | Non Personnel | 25,782 | 21,435 | 21,435 |
| NFWC Facility (non-Pool) Total | | 407,649 | 367,081 | 374,731 |
| NSC - Neighborhood Service Center | Salary | 168,703 | 170,859 | 170,252 |
| | Part-time | 24,331 | 24,610 | 26,087 |
| | Non Personnel | 4,216 | 4,216 | 4,216 |
| NSC - Neighborhood Service Center Total | | 197,250 | 199,685 | 200,555 |
| Recreation Centers | Salary | 1,590,551 | 1,724,178 | 1,758,965 |
| | Part-time | 635,071 | 632,373 | 669,749 |
| | Non Personnel | 85,817 | 44,206 | 85,817 |
| Recreation Centers Total | | 2,311,439 | 2,400,757 | 2,514,531 |
| Recreation Management | Salary | 239,903 | 150,607 | 102,942 |
| | Part-time | 116 | 177 | 177 |
| | Non Personnel | 34,088 | 31,015 | 21,668 |
| Recreation Management Total | | 274,107 | 181,799 | 124,787 |

| | | | | |
|---------------------------|---------------|------------------|------------------|------------------|
| Seniors | Salary | 278,273 | 275,224 | 281,189 |
| | Part-time | 9,471 | 9,559 | 9,637 |
| | Non Personnel | 7,487 | 7,487 | 7,487 |
| Seniors Total | | 295,231 | 292,270 | 298,313 |
| Skate Park | Salary | (6,161) | (6,027) | (9,164) |
| | Part-time | 34,266 | 36,017 | 35,684 |
| | Non Personnel | 2,867 | 2,867 | 2,867 |
| Skate Park Total | | 30,972 | 32,857 | 29,387 |
| Therapeutics | Salary | 265,450 | 271,031 | 273,719 |
| | Part-time | 22,988 | 23,890 | 25,234 |
| | Non Personnel | 12,105 | 12,105 | 12,105 |
| Therapeutics Total | | 300,543 | 307,026 | 311,058 |
| Grand Total | | 6,176,717 | 6,423,274 | 6,633,114 |

Budgeted expenses increased by 7.4% between FY2016 and FY2018.

Budgeted Recreation personnel expenses account for 94% of each year's budget, 6% non-personnel.

Actual personnel / non-personnel expense percentages were as follows:

- 2016: 92.5% / 7.5%
- 2017: 94.4% / 5.6%
- 2018: 91.8% / 8.2%

| Sum of Total Obligations | | FY | | |
|--|-------------------------|------------------|------------------|------------------|
| Section Title | PS/Benefits/NPS2 | 2016 | 2017 | 2018 |
| Aquatics | Salary | 703,386 | 669,617 | 664,638 |
| | Part-time | 805,353 | 736,516 | 592,163 |
| | Non-Personnel | 44,558 | 40,692 | 50,575 |
| Aquatics Total | | 1,553,297 | 1,446,825 | 1,307,376 |
| Athletics | Salary | 297,369 | 385,265 | 440,781 |
| | Part-time | 61,271 | 69,795 | 69,800 |
| | Non-Personnel | 249,527 | 174,891 | 168,208 |
| Athletics Total | | 608,167 | 629,951 | 678,789 |
| Boxing | Salary | 70,738 | 151,209 | 141,445 |
| | Part-time | | 0 | 4,781 |
| | Non-Personnel | 7,406 | 14,381 | 19,414 |
| Boxing Total | | 78,144 | 165,590 | 165,640 |
| Computer Resource Centers | Salary | 47,721 | 48,561 | 51,661 |
| | Part-time | 46,694 | 43,390 | 47,176 |
| | Non-Personnel | 1,790 | 156 | 0 |
| Computer Resource Centers Total | | 96,204 | 92,107 | 98,837 |
| Dance/Music | Salary | 178,371 | 128,517 | 95,834 |
| | Part-time | 116,027 | 120,039 | 102,847 |
| | Non-Personnel | 4,485 | 2,872 | 2,369 |

| | | | | |
|--|---------------|------------------|------------------|------------------|
| Dance/Music Total | | 298,883 | 251,429 | 201,049 |
| NFWC Facility (non-Pool) | Salary | 293,517 | 217,942 | 231,140 |
| | Part-time | 140,469 | 138,273 | 130,956 |
| | Non-Personnel | 22,587 | 17,535 | 18,737 |
| NFWC Facility (non-Pool) Total | | 456,573 | 373,751 | 380,833 |
| NSC - Neighborhood Service Center | Salary | 107,769 | 110,894 | 112,897 |
| | Part-time | 22,579 | 25,509 | 28,804 |
| | Non-Personnel | 2,913 | 0 | 0 |
| NSC - Neighborhood Service Center Total | | 133,261 | 136,403 | 141,702 |
| Recreation Centers | Salary | 1,607,449 | 1,701,902 | 1,743,491 |
| | Part-time | 651,853 | 610,279 | 608,987 |
| | Non-Personnel | 105,306 | 74,383 | 96,620 |
| Recreation Centers Total | | 2,364,607 | 2,386,563 | 2,449,098 |
| Recreation Management | Salary | 222,435 | 142,890 | 102,499 |
| | Part-time | 0 | 55 | 976 |
| | Non-Personnel | 28,487 | 11,346 | 147,132 |
| Recreation Management Total | | 250,922 | 154,291 | 250,607 |
| Seniors | Salary | 262,419 | 269,831 | 313,283 |
| | Part-time | 5,778 | 5,856 | 9,044 |
| | Non-Personnel | 8,583 | 5,142 | 5,531 |
| Seniors Total | | 276,780 | 280,828 | 327,858 |
| Skate Park | Salary | 1,070 | 480 | 70 |
| | Part-time | 14,391 | 6,746 | 1,016 |
| | Non-Personnel | 0 | 0 | 0 |
| Skate Park Total | | 15,460 | 7,226 | 1,086 |
| Therapeutics | Salary | 271,815 | 177,637 | 257,990 |
| | Part-time | 33,249 | 94,371 | 22,398 |
| | Non-Personnel | 7,156 | 9,057 | 8,425 |
| Therapeutics Total | | 312,220 | 281,066 | 288,813 |
| Grand Total | | 6,444,518 | 6,206,029 | 6,291,688 |

Actual expenses decreased by 2.44% between FY2016 and FY2018.

| Budget Change from one year to the next | 2017/2016 | 2018/2017 | 2018/2016 |
|--|------------------|------------------|------------------|
| Aquatics Total | 0.6% | 9.0% | 9.7% |
| Athletics Total | 15.9% | -4.4% | 10.8% |
| Boxing Total | 179.2% | 0.5% | 180.6% |
| Computer Resource Centers Total | 2.2% | 15.5% | 18.0% |
| Dance/Music Total | 5.5% | 6.6% | 12.5% |
| NFWC Facility (non-Pool) Total | -10.0% | 2.1% | -8.1% |
| NSC - Neighborhood Service Center Total | 1.2% | 0.4% | 1.7% |
| Recreation Centers Total | 3.9% | 4.7% | 8.8% |
| Recreation Management Total | -33.7% | -31.4% | -54.5% |
| Seniors Total | -1.0% | 2.1% | 101.0% |
| Skate Park Total | 6.1% | -10.6% | -5.1% |
| Therapeutics Total | 2.2% | 1.3% | 3.5% |
| Grand Total | 4.0% | 3.3% | 7.4% |

Recreation management has the most significant change year to year. Seniors also shows a large difference, which may be indicative of changes in reporting.

| Actuals as a percent of budget | 2016 | 2017 | 2018 |
|--|---------------|---------------|---------------|
| Aquatics Total | 111.2% | 102.9% | 85.3% |
| Athletics Total | 126.2% | 112.8% | 127.1% |
| Boxing Total | 78.4% | 59.5% | 59.2% |
| Computer Resource Centers Total | 106.0% | 99.4% | 92.3% |
| Dance/Music Total | 122.0% | 82.1% | 61.6% |
| NFWC Facility (non-Pool) Total | 112.0% | 101.8% | 101.6% |
| NSC - Neighborhood Service Center Total | 67.6% | 68.3% | 70.7% |
| Recreation Centers Total | 102.3% | 99.4% | 97.4% |
| Recreation Management Total | 91.5% | 84.9% | 200.8% |
| Seniors Total | 93.8% | 96.1% | 109.9% |
| Skate Park Total | 49.9% | 22.0% | 3.7% |
| Therapeutics Total | 103.9% | 91.5% | 92.8% |
| Grand Total | 104.3% | 96.6% | 94.9% |

The actuals as a percent of budget indicates that each year Recreation is within about 5% of budget or less. Recreation was \$267,801 over budget in 2016, \$217,245 under budget in 2017, and \$341,426 under budget in 2018.

Recreation Revenue

| Sum of Current Revenue Budget | FY | | |
|--|------------------|------------------|------------------|
| Revenue Source Name | 2016 | 2017 | 2018 |
| Camp-Wakup-Rpos | 475,000 | 475,000 | 475,000 |
| Classes-Rpos | 360,000 | 320,000 | 320,000 |
| Concess-Rpos | 2,000 | 2,000 | 1,500 |
| Fees-Recreation, Parks and Open Spaces | 385,000 | 400,000 | 400,000 |
| Rental-Picnic Shelters | 28,000 | 32,000 | 32,000 |
| Rental-Rpos | 90,000 | 100,000 | 100,000 |
| Revenue-Other Miscellaneous | 1,000 | 1,000 | 2,000 |
| Grand Total | 1,341,000 | 1,330,000 | 1,330,500 |

The above chart shows the budgeted amount of revenue, with the amounts staying relatively stable during the three years.

| Sum of Actual Revenue | FY | | |
|--|------------------|------------------|------------------|
| Revenue Source Name | 2016 | 2017 | 2018 |
| Camp-Wakup-Rpos | 630,900 | 459,022 | 389,915 |
| Classes-Rpos | 318,291 | 315,374 | 230,873 |
| Concess-Rpos | 1,450 | 300 | 50 |
| Fees-Recreation, Parks and Open Spaces | 361,517 | 357,378 | 335,392 |
| Rental-Picnic Shelters | 31,251 | 29,755 | 24,340 |
| Rental-Rpos | 101,983 | 96,765 | 88,496 |
| Revenue-Other Miscellaneous | 0 | 8,534 | 425 |
| Grand Total | 1,445,392 | 1,267,128 | 1,069,490 |

The above chart shows the actual amount of revenue generated. The actual revenues have dropped precipitously from 2016 to 2018. The percentage decline is 26%. The detail shows that camp revenues decreased by 38% between 2016 and 2018. Class revenue dropped by 27%, fees dropped by 7.2%, picnic shelters dropped by 22%, and general rentals dropped by 13%. Earned revenue for the Department is less than 10% of the total revenues for the Department. According to the National Recreation and Parks Association, the average department generates approximately 30% of total revenue from non-tax sources.

| Actuals Change from one year to the next | 2017/2016 | 2018/2017 | 2018/2016 |
|---|------------------|------------------|------------------|
| Camp-Wakup-Rpos | -27.2% | -15.1% | -38.2% |
| Classes-Rpos | -0.9% | -26.8% | -27.5% |
| Concess-Rpos | -79.3% | -83.3% | -96.6% |
| Fees-Recreation, Parks and Open Spaces | -1.1% | -6.2% | -7.2% |
| Rental-Picnic Shelters | -4.8% | -18.2% | -22.1% |
| Rental-Rpos | -5.1% | -8.5% | -13.2% |
| Revenue-Other Miscellaneous | | | |
| Grand Total | -12.3% | -15.6% | -26.0% |

| Actuals as a percent of budget | 2016 | 2017 | 2018 |
|--|---------------|--------------|--------------|
| Camp-Wakup-Rpos | 132.8% | 96.6% | 82.1% |
| Classes-Rpos | 88.4% | 98.6% | 72.1% |
| Concess-Rpos | 72.5% | 15.0% | 3.3% |
| Fees-Recreation, Parks and Open Spaces | 93.9% | 89.3% | 83.8% |
| Rental-Picnic Shelters | 111.6% | 93.0% | 76.1% |
| Rental-Rpos | 113.3% | 96.8% | 88.5% |
| Revenue-Other Miscellaneous | 0.0% | 853.4% | 21.3% |
| Grand Total | 107.8% | 95.3% | 80.4% |

Cemetery

Cemetery Expenses

| Sum of Current Expense Budget | | | | |
|--------------------------------------|------------------------|------------------|------------------|------------------|
| Section Title | PS/Benefits/NPS | 2016 | 2017 | 2018 |
| Cemetery | Salary | 1,371,001 | 1,396,744 | 1,420,153 |
| | Non Personnel | 179,259 | 171,503 | 169,206 |
| Cemetery Total | | 1,550,260 | 1,568,247 | 1,589,359 |
| Grand Total | | 1,550,260 | 1,568,247 | 1,589,359 |

Budgeted expenses increased by 2.5% between FY2016 and FY2018.

Budgeted Cemetery personnel expenses account for 89% of each year's budget, 11% non-personnel.

Actual personnel / non-personnel expense percentages were as follows:

- 2016: 82.0% / 18.0%
- 2017: 86.1% / 13.9%
- 2018: 85.1% / 14.9%

| Sum of Total Obligations | | | | |
|--------------------------|------------------|------------------|------------------|------------------|
| Section Title | PS/Benefits/NPS2 | 2016 | 2017 | 2018 |
| Cemetery | Salary | 1,138,256 | 1,151,139 | 1,139,367 |
| | Non-Personnel | 249,347 | 185,883 | 199,153 |
| Cemetery Total | | 1,387,603 | 1,337,021 | 1,338,520 |
| Grand Total | | 1,387,603 | 1,337,021 | 1,338,520 |

Cemetery expenses have remained relatively stable as actual expenses have declined by 3.5%.

| Budget Change from one year to the next | | 2017/2016 | 2018/2017 | 2018/2016 |
|---|---------------|--------------|-------------|--------------|
| | Salary | 1.1% | -1.0% | 0.1% |
| | Non-Personnel | -25.5% | 7.1% | -20.1% |
| Cemetery Total | | -3.6% | 0.1% | -3.5% |

| Actuals as a percent of budget | | 2016 | 2017 | 2018 |
|--------------------------------|---------------|--------------|--------------|--------------|
| Cemetery | Salary | 83.0% | 82.4% | 80.2% |
| | Non-Personnel | 139.1% | 108.4% | 117.7% |
| Cemetery Total | | 89.5% | 85.3% | 84.2% |
| | | 10.5% | 14.7% | 15.8% |

Cemetery Revenue

| Sum of Current Revenue Budget | | | | |
|--------------------------------|------------------|------------------|------|------------------|
| Revenue Source Name | 2016 | 2017 | 2018 | |
| Disaster Relief Aid | | | | 0 |
| Fees-Cemetery Foundation | 164,087 | 166,398 | | 188,978 |
| Gain On Sale Of Fixed Assets | | 0 | | |
| Operating Transfers In | 498,017 | 439,088 | | 339,088 |
| Rec Cost-Cemetery-Oper | 300,000 | 300,000 | | 300,000 |
| Rollover From Last Year | 19,228 | 67,119 | | 95,808 |
| Sale Of-Cemetery Lots & Graves | 407,050 | 451,717 | | 490,199 |
| Services-Cemetery | 705,105 | 668,894 | | 707,040 |
| Grand Total | 2,093,487 | 2,093,216 | | 2,121,113 |

| Sum of Actual Revenue | | | |
|--------------------------------|------------------|------------------|------------------|
| Revenue Source Name | 2016 | 2017 | 2018 |
| Disaster Relief Aid | | | 0 |
| Fees-Cemetery Foundation | 186,525 | 167,433 | 163,770 |
| Gain On Sale Of Fixed Assets | | 14,378 | |
| Operating Transfers In | 211,813 | 206,398 | 112,148 |
| Rec Cost-Cemetery-Oper | 300,000 | 300,000 | 300,000 |
| Rollover From Last Year | 19,228 | 67,119 | 95,808 |
| Sale Of-Cemetery Lots & Graves | 536,825 | 427,365 | 505,730 |
| Services-Cemetery | 719,245 | 677,482 | 701,855 |
| Grand Total | 1,973,636 | 1,860,175 | 1,879,310 |

Actual revenues have decreased by 4.8%.

| Actuals as a percent of budget | 2016 | 2017 | 2018 |
|---------------------------------------|--------------|--------------|--------------|
| Disaster Relief Aid | | | |
| Fees-Cemetery Foundation | 113.7% | 100.6% | 86.7% |
| Gain On Sale Of Fixed Assets | | | |
| Operating Transfers In | 42.5% | 47.0% | 33.1% |
| Rec Cost-Cemetery-Oper | 100.0% | 100.0% | 100.0% |
| Rollover From Last Year | 100.0% | 100.0% | 100.0% |
| Sale Of-Cemetery Lots & Graves | 131.9% | 94.6% | 103.2% |
| Services-Cemetery | 102.0% | 101.3% | 99.3% |
| Grand Total | 94.3% | 88.9% | 88.6% |

| Actuals Change from one year to the next | 2017/2016 | 2018/2017 | 2018/2016 |
|---|------------------|------------------|------------------|
| Disaster Relief Aid | N/A | N/A | N/A |
| Fees-Cemetery Foundation | -10.2% | -2.2% | -12.2% |
| Gain On Sale Of Fixed Assets | | | |
| Operating Transfers In | -2.6% | -45.7% | -47.1% |
| Rec Cost-Cemetery-Oper | 0.0% | 0.0% | 0.0% |
| Rollover From Last Year | 249.1% | 42.7% | 398.3% |
| Sale Of-Cemetery Lots & Graves | -20.4% | 18.3% | -5.8% |
| Services-Cemetery | -5.8% | 3.6% | -2.4% |
| Grand Total | -5.7% | 1.0% | -4.8% |

Performance Management/Goals and Objectives

Current Conditions

A performance management system involves management and improvement. Performance management is defined as an ongoing, systematic approach to improving results through evidence-based decision making, continuous organizational learning and a focus on accountability for performance. Accountability is driven, in part, through the development of goals and objectives in alignment with an organization's strategic plan.

Performance Management includes seven principles, as follows:

1. A results focus permeates strategies, processes, the organizational culture, and decisions.
2. Information, measures, goals, priorities, and activities are relevant to the priorities and well-being of the government and the community.
3. Information related to performance, decisions, regulations, and processes is transparent — easy to access, use, and understand.
4. Goals, programs, activities, and resources are aligned with priorities and desired results.
5. Decisions and processes are driven by timely, accurate, and meaningful data.
6. Practices are sustainable over time and across organizational changes.
7. Performance management transforms the organization, its management, and the policy-making process. *

*David N. Ammons, ed., *Leading Performance Management in Local Government* (Washington, DC: ICMA Press, 2008), v, ix.

Currently, the Department does not have a system-wide approach to establishing, monitoring, and measuring goals and objectives. This was noted throughout the engagement meetings from Council and Commission members as well as RPOS staff. In addition, the CAPRA visitor results also noted “the agency did not provide a process for acquiring and considering input from personnel at various levels of the organization in the development of goals and objectives.”

Along with a lack of a consistent process, an overall framework for direction setting does not exist due to an absence of a strategic plan. Similarly, there is not a consistent process for the completion of employee performance appraisals. Some employees receive evaluations, while others do not.

The employee survey results showed a need to improve the sharing of organizational performance results as two of three lowest scores related to employees knowing how the organization is doing financially and knowing how the Department is doing.

Opportunities for Improvement

RPOS should develop a strategic plan that will guide the Department in decision making in the future. Strategic plans assist with creating priorities and a thoughtful approach to work, rather than having a work environment that randomly and reactively responds to what's most top of mind or current. Effective strategy includes mission, vision, and values. It provides staff and the RPOS Commission with a common understanding of where the Department is headed.

Subsequent to the overall framework of a strategic plan, the next step in the process is the development of strategic direction for the Bureaus, aligned with the Department's strategic direction. Afterwards, employee goals and objectives for individual employees should be created. Goals and objectives should be developed year to year. Progress reports need to be developed to monitor how well employees are working toward their goals.

Accountability can be strengthened through a system wide process in the development of goals and objectives and key performance indicators. The Department as a whole, each Bureau, and individual employees should have a set of goals and objectives. The objectives for the Bureaus should be developed in alignment with the overall organizational strategic direction. It is important to note that the City's Human Resources Department is currently developing a citywide process for the development of goals and objectives.

All of these efforts will create a strategy focused organization that will result in purposeful direction toward the achievement of organizational goals.

Measuring Organizational Performance

Current Conditions

The Department currently tracks 22 performance measures which are included in a quarterly report. There are three years of reporting: FY15, FY16, and FY17. Many of the measures are output based, such as number of registrants in various program areas, though a few recent additional measures are more outcome based, such as:

- Percent of population with access to recreational programming and facilities within a two-mile radius of their home.
- Estimated healthcare costs savings (in dollars) attributable to participation in recreation programming and recreation center visitation: Health Value Indicator.

There is little recognition of the measures throughout the organization. The lack of knowledge about RPOS measurement system was universal in all levels of engagement, from City Council and the RPOS Commission to employees of the organization. Many employees were unaware of the presence of measures. Two of the three lowest scores on the Employee Survey included employees' knowledge of how the organization is doing. Only 20% of employees know about the results of the Department's financial performance. In addition, only 36% of employees knows how the organization is doing.

Progress and results of the measures are not communicated with staff. Therefore, there is little staff buy-in related to measuring organizational performance.

Opportunities for Improvement

Many parks and recreation agencies struggle with the development of measures or key performance indicators (KPI). Best practice performance includes laying the groundwork for operationalizing measures. This includes using visual management techniques to communicate results.

Visual management is a significant part of a body of knowledge known as Lean Manufacturing and the Toyota Production System. As the name implies, Visual Management is the ability to manage everything in the organization visually.

Managing visually is the ability of an organization to quickly show the current status of operations. There are indicators in place to let everyone know how things are going. And if visual management has been done well, everyone in the organization understands and knows how the Department is performing.

The challenge is to ensure the information is gathered by those doing the work, in a timely fashion, and displayed so everyone in the organization understands the current status. This also needs to be taken a step further; metrics must drive actions and there needs to be a clearly defined process for taking action and getting support when it's needed.

Public sector organizations that have well established measurement processes in place spend a significant amount of effort in connecting the KPI program with staff and showing the value of the measures. Many times, employees are resistant to the development of measures. Conversely, good organizations understand the importance of measures as a way of telling the agency's story.

Effective KPI systems develop a list of key organizational and bureau metrics. Many organizations make the mistake of tracking too many measures that result in data that is not of any great value to improving organizational performance. As a rule of thumb, the Department should have approximately 15-20 key metrics on an organizational level and Bureau specific measures of about 10-12 metrics. The KPI process should include the following information:

- Name of Metric
- Definition of Metric
- Data Source Used to Measure
- Result of the Measure
- Baseline Performance
- Target

Examples of measures in the parks and recreation industry include:

- Ratio of tax to non-tax revenue
- Cost recovery of various programs and facilities
- Full-time and part-time turnover
- Employee satisfaction
- Customer satisfaction
- Acres per thousand population
- Sustainability metrics such as tracking utility usage, measuring carbon footprint
- Program cancellation rates

The quarterly tracking of performance results on an excel spreadsheet is a good way to start the process, but eventually the Department will want to develop dashboards that provide real time information of results. Examples include CitiStat and OpenGov, which are cloud based performance management software. It is important to not only measure performance of the KPIs, but also to provide analysis. Organizational results should be reviewed and communicated on at least a quarterly basis with

staff. Ideally, this information should be communicated to residents, posting results and monitoring progress on the website.

Developing data analysis as an organizational competency should be a priority for future development of workforce capacity. Many park and recreation agencies currently have a staff position that relates to data/management analysis. This is a needed competency for the RPOS. This can include re-purposing an existing position to oversee data and research as recommended in the organization structure review. RecTrac alone provides the ability to analyze data from the reporting system. It was noted that RecTrac's data analysis capabilities are not fully deployed.

Process Efficiency and Effectiveness/Cost Saving Measures

Current Conditions

This section includes a review of the efficiency and effectiveness of work systems, processes and scope of work. Best practice organizations design and innovate work systems to maximize return on investment of resources, minimize redundancy, and develop work standardization where appropriate. It also relates to focusing resources on services that relate to the agency mission.

Currently, processes managed throughout the Department are not documented and customer requirements are not defined. Employees typically learn their jobs *by doing them* as there is not a thorough Departmental orientation program. This increases the time employees need to learn their jobs.

Additionally, it relates to the need to maintain the infrastructure. Norfolk's scope and size of facilities results in a significant challenge in its ability to adequately maintain the infrastructure. When there is only one million dollars available for capital investment, the Department cannot possibly maintain what it currently owns, such as having 18 recreation centers. Furthermore, there has been successive budget cuts that the Department has endured. It is advisable to measure the impact of the cuts, document the results and communicate this information to the Council and Mayor, City Management, RPOS employees, and residents.

While a review of environmentally sustainable practices was not specifically a part of the analysis, it is noteworthy that efforts related to good use of resources was not mentioned during employee meetings or the review of Departmental documents. Most park and recreation agencies have sustainable practices at the forefront of their operations. RPOS sustainable practices will need to be aligned with the City's overall efforts in this area.

The use of technology plays an important role in creating organizational efficiencies. Technology was mentioned as an area of needed improvement by Department employees. Time keeping and payroll systems were specifically mentioned; however, this is beyond the Department's control as these systems are managed by the City's IT Department. RPOS has significant variation of work schedules as well as hundreds of part-time and seasonal employees. The City's timekeeping system, initiated three years ago does not adequately service RPOS because of the variable nature of work schedules.

The work order system is managed through General Services, and RPOS staff do not get any update information on project completion. There is no Wi-Fi in the facilities. Inventory and asset management is done manually. There is a desire for field staff to be able to use mobile technology to make their jobs more efficient.

Opportunities for Improvement

On a system-wide scale, there should be consideration given to the possibility of closing a few of the community centers and shifting responsibility for the three Computer Resource Centers to another agency. Staff members identified the following centers for consideration of closing:

- Merrimack Recreation Center
- Campostella Recreation Center
- Park Place Recreation Center

These centers have a very low average daily attendance. Specifically, this includes the following daily average attendance:

- Merrimack Recreation Center: 12
- Campostella Recreation Center: 6
- Park Place Community Center: 19

In the comparative analysis later in the report, there is a section of comparative metrics for cities with a population size of 200,000 to 300,000. Of the 14 cities included in the National Recreation and Park Association (NRPA) database, the average city has 12 recreation centers. Norfolk has 18.

This translates to the following metric based on population per recreation center:

- Low quartile of reporting agencies: 30,621
- Median quartile of reporting agencies: 51,325
- Upper quartile of reporting agencies: 80,570

For Norfolk, this number is 13,681, which is significantly below the lowest quartile, which translates into Norfolk having a significant number of centers serving the lowest number of people than the 14 other reporting agencies.

If RPOS does decide to pursue the closing of centers, additional analysis will be needed to ensure that the remaining centers are accessible citywide. This includes researching transportation access issues to remaining centers as well as researching the equity of the centers' closing across various demographic information, such as impact on seniors and/or minority populations.

In addition to the recommendation to close centers, another area for consideration includes closing the Learning Resource Centers, which include:

- Oakleaf
- Diggs Town
- Campostella

The Learning Resource Centers are not core services to RPOS' mission. Part of the mission that relates to recreation services includes: *providing choices and opportunities for Norfolk residents to recreate, along with developing and operating a full spectrum of recreational services for youth, adults, and special populations.* The key word of the mission includes "recreation." The closing of the Learning Resource Centers would result in a savings of \$120,671.

Berkley Pool is currently unusable due to major structural failures. This amenity is also recommended for closure. The pool is simply beyond its useful life. It could be replaced with a splash pad park.

Beyond the recommendation to close several facilities, on a more granular level, there are opportunities for improving and streamlining processes. RPOS needs to identify critical processes, document them, determine key customer requirements, monitor outcomes and improve on an ongoing basis. The management of processes is key to improving organizational efficiency. This relates to both external and internal customer processes. External customer processes include registration systems, program delivery, athletic field maintenance, and many others. Internal process examples include marketing support, park maintenance support, finance support, etc.

In addition, RPOS should continue to analyze the cost and quality of in-house operations as compared to outsourcing work. This can include an entire range of services, from aquatics management and recreation programs to urban forestry and landscape maintenance. HHC is not suggesting that services need to be contracted, but it is recommended to continue ongoing analysis be performed for costly areas of operation. This information should be documented and shared with City Management.

According to CAPRA results, the Department does not have a process to routinely review policies. A staff person(s) should be assigned responsibility for doing updates on a regular basis, such as annually.

Some processes that staff members mentioned as possible improvement areas requiring follow up include:

- A need for additional standard operating procedures throughout the organization that would help with reducing errors and the time employees spend looking for answers. This includes the use of checklists, flowcharts and proper forms to use.
- Facility rental procedures.
- Refund policies.
- Asset inventory and lifecycle replacement plan for equipment and vehicles.
- Hiring and onboarding of full-time and part-time staff.
- Program guide production process.
- Payroll process.
- Procurement process.
- The Department's decision-making process: there are decisions that could be made at lower levels of the organization that currently require the Assistant Director and/or Director

involvement. An example was provided of the Assistant Director being involved in all the part-time aquatics staff hiring. Having levels of micro-management results in management supervision expense. Furthermore, it detracts from senior leaders' ability to spend time strategically, rather than tactically.

- Performance appraisal process.

In order to develop organizational competency in process management, training should be provided to staff about how to streamline processes. One area of training includes process management improvement techniques such as Lean, which provides methods of reducing organizational waste such as re-work, over-processing, and transportation time. In addition, the Department should develop an overall framework for sustainable practices.

Another body of knowledge includes 5S methodology that describes the steps of a workplace organization process that is particularly well suited for maintenance practices. Five S includes: sort, straighten, shine, standardize, and sustain. 5S is a systematic form of visual management utilizing everything from floor tape to operations manuals. It is not just about cleanliness or organization; it is also about maximizing efficiency. This would be particularly beneficial for the Urban Forestry and Landscape Services Bureau and the Cemetery Bureau.

Work Standardization

Given the number of various job responsibilities and tasks within different positions, it would be helpful to develop standard work techniques. Standard work comes from Office Kaizen or a system of reducing waste such as inefficiencies that exist in office environments. Standard work is defined as the best way to do the job that is currently known. A useful description is that standard work is the safest way to complete the task with outstanding quality that meets the output needs of the organization.

That is, there are employees who may be doing a great job, but the way they do it evolved by itself and, even if it is superior, is not an established standard for everyone. The lack of standard work contributes to a great many errors and significant variability in process outcomes. If three employees each do a task in a slightly different manner, it is often difficult to determine the cause of mistakes. Worse yet, when those three train the next three, the differences among them usually become greater as the new workers add their own well-intentioned embellishments.

For these reasons, standard work is a bedrock principle of world-class work environments. The performance requirements of the task are analyzed. How everyone does the task is analyzed, and then it is decided the single best way to do it. This is often accomplished by constructing a flowchart of the process and discovering the different decisions, job aids, and judgments that the various workers employ. The final determination of the best way might require some experimentation and testing.

Once the best way to do the task is determined, it is documented and perhaps accompanied by a flowchart or task list. The standard work techniques are then documented in procedural manuals to guide employees in how to best accomplish work. It is very important. The development of check lists or how-to-guides are effective tools to use for standard work. Procedural manuals should be developed for various processes and policies.

Marketing

Current Condition

Nationally, marketing support for park and recreation agencies has increased substantially. Ten years ago, agencies typically had, at most, one staff person overseeing marketing responsibilities. A significant expansion of labor resources dedicated toward marketing has occurred, in large part, as a result of the growth of social media and the level of sophistication of program guides and Websites.

Agencies the size of Norfolk typically have three to four marketing related staff members. RPOS does not have an in-house marketing staff member. RPOS has the support of one staff member from the City's Public Information Office who dedicates about 80% of her time in providing marketing support. Furthermore, the need for increased marketing support was mentioned in virtually every engagement meeting with Council, Commission and staff meetings.

RPOS developed Marketing and Communication Reports in 2017 and 2018 as well as a Strategic Communication Plan. The Reports included a brand overview, mission and vision, positioning statement, brand promise, and personality. They also include a Strategic Communication Goal (slogan) of: *Get out and play*. Highlights for aquatics, recreation, leisure service, parks and urban forestry were also included. This information listed messages, in-production, and opportunities for each of these areas of the Department. The Strategic Communication Plan includes a situational analysis, organizational SWOT (strengths, weaknesses, opportunities, threats), stakeholder analysis, themes, messages, and implementation. The content for the plans is excellent but are not fully deployed throughout the Department.

The CAPRA report mentioned the existence of a Departmental marketing plan. However, staff members did not appear to be well informed about this document. Additionally, the Department's brand was mentioned as needing improvement in the engagement meetings, as well as the need for the Department to better tell its story.

Opportunities for Improvement

Having a dedicated staff person to oversee marketing and communication activities would be helpful for the Department to increase its ability to create better awareness of services and offerings. Using marketing interns could also provide marketing support inexpensively.

The Marketing and Communications Reports listed marketing activities by individual areas such as aquatics, recreation and urban forestry. It is helpful to have an overall framework for marketing at an organizational level. This includes connecting marketing efforts with the master plan and future strategic plan, the financial results of the organization, and development of year to year analysis of program registration results. The Strategic Communication Plan should have progress reports of the objectives and tactics of the Plan.

There is a need for the Department to complete a community needs assessment process. This can include the completion of a statistically valid survey, a series of focus groups and online engagement efforts. Strategic marketing efforts can then be developed based on the results of the needs assessment.

The Department's Marketing Plan should be updated and deployed throughout the Department. There should be assigned responsibility for the Plan's implementation. The Marketing Plan should:

- Assess how to strategically deploy labor resources in the best possible way to increase marketing efforts.
- Create an ongoing process to improve awareness of RPOS' services with Norfolk residents.
- Develop marketing metrics of performance, and report data that improves the Department's knowledge of customers.
- Monitor the Department's brand and image and awareness of services year to year.

Strategic Partnerships

Current Condition

The Department has approximately 20 key partners. Three of the partners are Commissions the Department oversees and includes a RPOS Liaison. They are:

Norfolk Recreation Commission: The Norfolk Recreation Commission serves in an advisory capacity to the RPOS Director. Appointed by City Council, the Commission serves as Council's eyes and ears in the community, determining the recreation needs and desires of citizens. The Commission currently has eight members. They meet on a monthly basis.

Norfolk Bicycle and Pedestrian Trails Commission: The Bicycling and Pedestrian Trails Commission, appointed by City Council, serves in an advisory capacity to the City Council with respect to infrastructure improvements, advocacy and implementation of policies to encourage safe use of biking and pedestrian trails. The Commission currently has nine members. They meet on a monthly basis.

Norfolk Tree Commission: The Norfolk Tree Commission is appointed by City Council and reports to Council on policies and other matters concerning tree selection, planting, maintenance, removal and other vegetation within the City. The Commission has nine members and meets on a monthly basis.

Nine additional partners are other City of Norfolk Departments such as Police, Fire, Libraries, and Human Resources. The Department also works as a partner with the School District. This relationship was consistently described as in need of improvement. Another close relationship requiring attention includes athletic associations who operate somewhat autonomously and set their own fees. The Department has sent out a request for proposal for an analysis of the Athletics Division, including a review of the athletic associations.

All the Recreation Centers have advisory committees. The committees receive funding from vending. There is no accountability for the revenues collected.

Opportunities for Improvement

RPOS staff should oversee athletic association fees to ensure there is consistency among the various organizations. The associations should be required to obtain 501(C)3 status and provide RPOS with an annual operating statement. In addition, there may be some benefit to creating an athletic association

group with representatives from each athletic association to meet with RPOS staff on a regular basis, such as monthly/quarterly to review the relationships. There should be a standard agreement with each individual organization that's reviewed year to year. This is also true for the recreation center advisory committees. The Department should also continue to work on strengthening relationships with the School District.

Recreation Program Assessment

A review of the City of Norfolk's Department of Recreation, Parks, & Open Space (RPOS) programming was completed as a supporting component to its Management Assessment. Three Good Times program guides were reviewed: Summer 2018, Fall 2018, and Winter 2019, as were the City and RPOS Websites and social media outlets. The subsequent report sections assess the RPOS program offerings, pricing, and marketing.

Program Categories

The following is a listing of major program categories that park and recreation agencies throughout the country commonly provide. The selection of program categories is used by the consulting team, based on completing recreation assessments for agencies all over the United States.

This list helps to identify if there are any common program areas not offered by an agency. Most agencies offer a majority of these programs. In matching Norfolk's inventory of programs against this master list, just over half of the program areas, 56%, are represented. In the columns below, black text represents programs that are currently offered, red text represents programs that are not offered.

| | | |
|-------------------------|---------------------|--------------------------|
| Active Adult | General Interest | Running/Walking |
| Aquatics | Golf | Seniors |
| Arts | Gymnastics/Tumbling | Special/Community Events |
| Before/After school | Historical programs | Sports |
| Biking | Homeschool | STEM |
| Birthday party services | Horseback Riding | Summer Camp |
| Childcare | Ice Skating/Hockey | Sustainability/Green |
| Cooking | Language Arts | Teen |
| Dance | Lifelong Learning | Tennis |
| Day camps/School break | Martial arts | Theatre/Acting |
| Camps | Music | Therapeutic Recreation |
| Early childhood | Open Gym | Trips |
| Environmental/Nature | Outdoor Adventure | Wellness |
| Extreme sports | Pets | |
| Fitness | Preschool | |

It should be noted that Running and Walking was represented by one identified 5K race (not registration-based programs), and although Active Adult programs were used in titles, a comprehensive active adult program was not observed.

The listing above can be used as a tool to consider the extent to which the Norfolk program menu is balanced as well as offer ideas into new potential program areas. That said, programming should always

be based upon community need, and not necessarily based on the program categories “missing” from the above list. Therefore, a community wide needs assessment process is recommended to determine how well the program offerings match community need.

During engagement meetings, it was repeatedly mentioned that there may be duplication of youth programs and services throughout the City of Norfolk. Therefore, it may be helpful to organize an annual summit of other providers of youth programs to talk about how the agencies can best work together to identify ways in which services may be duplicated. However, there are times in which duplication is warranted if the demand for an activity exceeds the supply of providers and facility space.

In 2011, RPOS completed a Master Plan that identified seven program areas with the greatest unmet need and the highest priority among residents. Those areas were:

- Fitness and Wellness
- Biking and Walking
- Adult and Continuing Education
- Special Events
- Nature and Environmental
- Swimming Lessons and Water Fitness
- Dance

When the category list is crossed-referenced to the programs identified in the RPOS Master Plan, it appears that the recommendation to develop new programs has not yet been fully executed. Four of the program areas identified in the Recreation Master Plan are of particular note:

Biking and Walking

The RPOS Website dedicates a page to share information about the 2015 Strategic Bike & Pedestrian Plan with the community. What seems to be missing is the corresponding programming to support bike path use. The last three Good Times magazines do not list programs/events that occur on the paths, e.g. clubs, family walk days, et cetera, or educational programs like bike safety classes.

Adult and Continuing Education

There is a good variety of club and special event programming for seniors 55 and older; however, general interest programming for adults, especially for ages 18-54 years, is sporadic. Programs that are being offered for this age segment include fitness, art, and computer courses. The extension and elaboration of continuing education to include lifelong learning opportunities is suggested. The Master Plan lists ideas such as Money Management, Life Coaching, and Vacation Planning, for example.

Nature and Environmental

“Get Out & Play!” in parks and open space was a recent RPOS communication strategy; however, the supporting structured, scheduled opportunities to encourage the use of park, beach, and trails was not evident in the last three seasons of program offerings. The Recreation Master Plan encouraged programs like Tyke Hykes, Bird Watching, Camping Trips, Go Green Education Courses, and Astronomy to be added to the program menu. Environmental

sustainability is a key factor in why parks and recreation (and open space) Departments and Districts exist.

Dance

Despite having a facility dedicated to dance and music, the program area is specifically lacking in its reach to younger ages. Two Creative Dance classes for ages 4-6 years have been offered seasonally; however, one type of class for children under the age of seven years is not generally the norm – especially for the size of the Norfolk community. The Master Plan referenced a plan to place more entry-level dance into recreation centers throughout the City and subsequently hosting the advanced levels of dance at the Lakewood Dance & Music Center. It appears as if that transition is still emerging.

The core program areas that have specific facilities for which the programming takes place, e.g. visual arts, aquatics, dance, fitness, and therapeutic recreation all have a greater variety of programs offered. Program areas such as general interest, lifelong learning, outdoor adventure, and early childhood – all of which could occur at recreation centers throughout the community – are not currently a strength in registration-based programming. Many park and recreation agencies now offer outdoor programming in parks, such as yoga, which is another area for consideration for Norfolk.

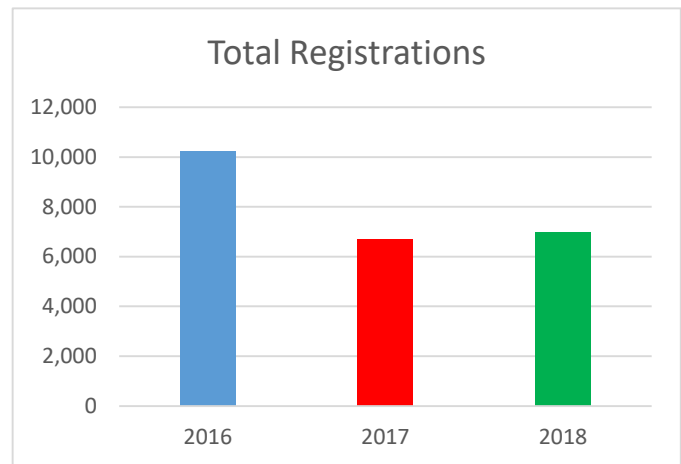
When planning for future program menu expansion, it is suggested that the RPOS staff consider widening the program scope to include more of the program category listing (above), further develop the four program areas with unmet needs identified in the Master Plan and support the three pillars of the National Recreation and Parks Association’s Pillars: Conservation, Health and Wellness, and Social Equity.

Enrollment

RPOS staff have divided its program menu into 12 key areas. All registration-based programs offered are categorized within one of the 12 areas. Enrollment within each of the areas, over the past three fiscal years, are listed in the chart below:

| Norfolk Program Enrollments | | | | |
|------------------------------------|---------------|--------------|--------------|-----------------------|
| Core Program Area | 2016 | 2017 | 2018 | <i>Average</i> |
| Recreation Camps | 3324 | 3433 | 2095 | <i>2,950.7</i> |
| Dance | 1514 | 556 | 1015 | <i>1,028.3</i> |
| Fitness | 1462 | 779 | 843 | <i>1,028.0</i> |
| Therapeutic Recreation | 1226 | 678 | 657 | <i>853.7</i> |
| Visual Arts | 762 | 425 | 454 | <i>547.0</i> |
| Aquatics | 671 | 126 | 841 | <i>546.0</i> |
| Tae Kwon Do | 706 | 342 | 414 | <i>487.3</i> |
| Music | 311 | 149 | 281 | <i>247.0</i> |
| Seniors | 198 | 49 | 184 | <i>143.7</i> |
| Boxing | 0 | 113 | 88 | <i>67.0</i> |
| Daycare | 0 | 0 | 99 | <i>33.0</i> |
| Computers | 33 | 23 | 12 | <i>22.7</i> |
| Total Registrations | 10,207 | 6,673 | 6,983 | <i>7,954</i> |

Total enrollment was quite consistent between the fiscal years 2017 and 2018; 2016 seems to be a bit of anomaly, and yet may have further explanation due to registration, reporting, or facility-based information not available for the purpose of this review. Summer Camps, Dance, Fitness, and Therapeutic Recreation are the program areas that support the most participants. Of interesting note is the fact that Tae Kwon Do had an average of 487 participants over the past few years, and yet within course offerings in the past three Good Times there is only reference to Tae Kwon Do classes in the Summer 2018 issue.



Program-Specific Review

Through the review of the last three Good Times issues and the City's Website, a review of the core program areas advertised was conducted.

- **Dance:** There are at least 12 modes of dance available, with multiple levels, in ballet, jazz, belly dance, and creative dance. There is a good connection to several culturally-specific based dance modes (e.g. Hawaiian Dance); consider expanding this even further to classes like Bollywood, African Dance, and/or Ballet Folklorico. Consider also expanding dance opportunities for youth under the age of 7.
- **Fitness:** The fitness classes observed were generally only for ages 15+. Some opportunities for youth fitness (e.g. Youth Fit) were discovered on a flyer through the Norfolk Fitness & Wellness Center's webpage that were not listed in Good Times. The variety of fitness class offerings was strong, with a progression of intensity levels for classes like Pilates and Yoga.
- **Music:** Three types of instruments with corresponding progression levels were described in Good Times. An additional opportunity to learn how to play a variety of instruments is available through private lessons.
- **Boxing:** From the initial impression via Good Times, it seemed as though the Norfolk Boxing Center was only programmed one hour each night, 45 minutes two mornings per week and 45 minutes at lunch 3 days/week. Through Website digging it was discovered that there is more opportunity for open boxing, membership, day pass, and team participation available. This could be communicated in the Program Guide more specifically.
- **Recreational Sports:** If the review has concluded correctly, the RPOS Athletic Office acts as a conduit between the community and the private athletic associations – there are no "City of Norfolk" youth teams. Good Times and the Website could be more thorough in consistently explaining the RPOS role and encouraging sport participation by both youth and adults. For example, there was a youth basketball flyer on the school's webpage but the details there were not available via Good Times or the Website.

- **Seniors:** It appears as though a good variety of club, drop-in and event opportunities are available to those 55 and older. There were only a few paid program opportunities open to seniors only. Day trips are typically quite popular with this age segment and could be another way to encourage increased participation.
- **Teens:** The teen age segment seems to be reached through RPOS mainly via its relationship with “Teens With A Purpose,” a 501c3 organization in a teen center, and a teen summer camp opportunity. There is also a partnership with Norfolk Emerging Leaders (NEL) that could be capitalized upon a bit further regarding information sharing. Because of the availability of so many neighborhood-based drop-in recreation centers, it is unclear as to whether any additional registration-based programming would be recommended. An assessment regarding levels of programming for this age segment could be a future opportunity.
- **Therapeutic Recreation:** Programmatic offerings for the population segment with special needs was plentiful and full of variety. It was arguably the most comprehensive program area within RPOS. Having its own facility to function from is a benefit; the lottery registration requirement is evidence that this program area is popular with residents.
- **Visual Arts:** A plethora of art classes and workshops were described throughout Good Times offerings. The variety of art forms offered included pottery, quilting, sewing, drawing, stained glass, and printmaking. The only area for suggested development is the expansion of offerings for children ages 18 months to 8 years. Nearly all the current programming advertised is for ages nine and up.

One overarching theme that was consistently observed through this portion of the review was the lack of structured, registration-based programming for youth ages 18 months through elementary age. Early childhood programming was non-existent.

The other key observation was the quantity of program sections in relation to the size of the community. Norfolk’s ratio of programs per 1,000 residents was **7.4**. Comparatively, a random sampling of seven communities across the nation had an average number of programs per 1,000 residents of **51.1**. [Low = 8.8 per 1,000; High = 113.0 per 1,000] To reach the low end of that comparative spectrum, RPOS would need to increase programming by 126 classes per year.

Fee Analysis

One important component of reviewing a programmatic menu is assessing the program fees. Program pricing is often based on a variety of factors, including direct and indirect expenses, cost recovery goals, and community benefit. Benchmarking against other agencies can also help establish price points. For the purpose of this assessment, a benchmark comparison of the Virginia communities of Chesapeake, Hampton, Newport News, Portsmouth, and Virginia Beach was completed.

The metric used to compare pricing among Departments was the average cost per service hour. To calculate the cost per service hour, the total cost of the class cost is divided by the total hours the class is scheduled to meet. For example, a \$20 course scheduled one hour per week for four weeks would have a \$5 cost per service hour ($\$20/4=\5). The chart below demonstrates the price per service hour of a random selection of 12 programs, 7 youth (blue) and 5 adult (green), as well as the percentage difference between Norfolk’s pricing and the average of the comparison Departments’ pricing.

| Course/Service Titles | Norfolk \$ per service hour | Comps \$ per service hour | % Difference |
|--|-----------------------------|---------------------------|--------------|
| Ballet 1 | \$3.20 | \$7.39 | -79.1% |
| Guitar | \$6.50 | \$7.81 | -18.3% |
| Hip Hop | \$3.20 | \$8.00 | -85.7% |
| Youth Boxing | \$2.00 | \$6.25 | -103.0% |
| Learn to Swim | \$5.00 | \$6.98 | -33.0% |
| Tae Kwon Do | \$3.80 | \$7.80 | -69.0% |
| 30 Min. Abs | \$2.36 | \$3.50 | -38.8% |
| Boot Camp/HIIT | \$3.03 | \$9.06 | -99.8% |
| Yoga | \$2.50 | \$6.58 | -89.9% |
| Zumba | \$2.50 | \$6.50 | -88.9% |
| Before/After School Care (monthly fee) | | | |
| Before Care | \$160.00 | \$148.67 | 7.3% |
| After Care | \$160.00 | \$179.00 | -11.2% |
| Both Before & After | \$240.00 | \$280.50 | -15.6% |
| Adult Softball | \$400.00 | \$428.75 | -6.9% |

Norfolk pricing was lower in nearly every program area; the exception was Before School Care pricing (7.7% higher than comps). Youth Boxing and Adult Fitness classes were the programs with the largest percentage difference, with a -88.9% difference or greater. Based on these results, it appears that Norfolk has room to increase its program pricing, along with ensuring that accessibility to programs based on having to pay a fee is maintained as much as possible, including the development of a robust scholarship program. As mentioned previously in the report, it is recommended that Norfolk complete a full pricing analysis and update its pricing strategy and cost recovery goals.

Marketing

Facebook: @NorfolkRPOS

The Facebook audience was 2,702 as of December 2018. The rating was 3.7, which could easily be increased by enlisting satisfied participants to post positive comments. The three current comments all have a negative tone. There were 18 posts in the month reviewed, with an average about one post every-other day. Posts varied between facility updates/closures, upcoming event announcements, introducing new staff, feel-good photos recapping special events, and highlighting programs at various centers. Nineteen videos were added to the Facebook page in 2018, and key Department events listed in the events area. Videos and content can also be posted to the City's YouTube, Twitter, and Facebook pages.

Instagram: @getoutandplaynfk

Instagram had 776 followers as of December 2018. Posts included the introduction of new and existing RPOS staff, events, and Departmental progress such as Tree Trimming. Fifteen posts over the course of about two months averaged about two per week.

Registration Method

The percentage of participants utilizing online registration has increased between 2016 and 2018 by 3.3 percentage points. This percentage is significantly lower than what is typically found in other agencies, according to an ETC Institute database of over 500 agencies. The average agency's online percentage in the database is 45%. The chart below reflects the fiscal year's registration breakdowns based on in person versus online registrations.

| Program Registration Method | | | | |
|------------------------------------|------------------|----------------|-----------------|----------------|
| <i>Year</i> | In Person | | Online | |
| | <i>Quantity</i> | <i>Percent</i> | <i>Quantity</i> | <i>Percent</i> |
| 2016 | 8,733 | 85.6% | 1,474 | 14.4% |
| 2017 | 5,847 | 87.6% | 829 | 12.4% |
| 2018 | 5,541 | 79.3% | 1,443 | 20.7% |

The more frequently registrations occur online, the more front-line staff can service customers in other ways. Customers expect convenient, easy registration processes; consider adding more services into online registration (e.g. memberships) and take full advantage of the registration system's capabilities. Also consider the reduction of how many courses require registration at site-specific locations.

Program Guide: Good Times

The three issues of Good Times reviewed were organized well and consistent in their layout. Program descriptions were short, succinct, and efficient in their space usage. The quantity of text per page was at times a bit high. Photos of actual participants created a more personal feel; more are encouraged.

Consider transitioning the Good Times program guide to more of a sales tool for all programs and services that RPOS has to offer. It should contain all membership pricing, all reservation and rental information, and all facility-based information. It should also feature all opportunities to recreate in open spaces throughout the community.

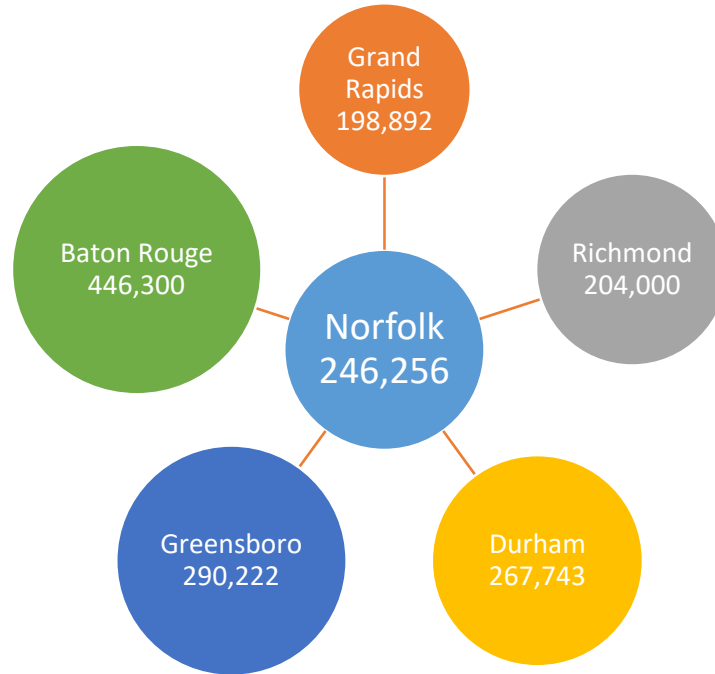
Currently the information for the various RPOS facilities and services are scattered and segmented; some is in Good Times, some on the Website, and some is on separate flyers. For example, the Before and After School program is a critical service to the community and yet is not listed in Good Times. Although RPOS is a municipal department, consider a more private enterprise approach for the marketing of its programs and services. The Website should have a one-stop-shopping look and feel for customers, where the services they are searching for are clearly discoverable, thoroughly explained and leave the visitor with call-to-action messaging.

Market Segment Opportunity

In a recent Department Communication Plan, an identified weakness was the frequent population turnover and similarly, an identified threat was the transient population feeling disconnected to RPOS opportunities. Perhaps by considering this market segment as an opportunity and creating a service package with a corresponding marketing plan could increase the Department's reach. This group is looking for ways to connect to their community and meet new people and RPOS programming could be that conduit.

Norfolk Benchmarking Summary

The population sizes of the five benchmark cities were a mixture of two slightly smaller populations around 200,000, one nearly the same as Norfolk in the mid-200,000's, and two larger sized populations than Norfolk – one slightly lower than 300,000 and the other about 450,000.



Accreditation

Of the five cities that were utilized for benchmarking purposes, three were accredited through the Commission for Accreditation of Park and Recreation Agencies (CAPRA) and two were not. Baton Rouge, Durham, and Greensboro are all CAPRA accredited.

Capital Budget

The average annual capital budget of the benchmarks is \$8,031,881. Norfolk's average capital budget over the past five years, \$1,375,000, was lower than the benchmark agencies by more than \$2 million. The chart below lists the Annual Capital Budgets. Note: Greensboro uses bond and/or operating funds to pay for capital expenses and does not maintain a capital budget.

| City | Annual Capital Budget |
|--------------|-----------------------|
| Baton Rouge | \$17,265,000 |
| Durham | \$5,163,029 |
| Grand Rapids | \$3,781,540 |
| Greensboro | n/a |

| | |
|----------|-------------|
| Richmond | \$5,917,954 |
| Norfolk | \$1,375,000 |

When calculated as the amount of capital funds allocated per person, both Durham and Grand Rapids allocate approximately \$19 per person, Richmond \$29, and Baton Rouge more than \$38. Compared to Norfolk's \$5.58, tripling the current allocation would still be less than any of the other benchmarks' capital budgets.

Operating Budget

| City | Operating Expenses | Operating Revenue | % Non-Tax Revenue |
|--------------|--------------------|-------------------|-------------------|
| Baton Rouge | \$56,488,399 | \$53,415,583* | 20-25% |
| Durham | \$13,543,890 | \$1,183,310 | 8.7% |
| Grand Rapids | \$10,226,666 | \$13,835,705* | 10.9-100%** |
| Greensboro | \$18,078,385 | \$2,724,521 | 15% |
| Richmond | \$3,969,310 | \$2,305,800 | 58% |
| Norfolk | \$17,838,501 | \$1,456,000 | 8.2% |

*includes tax revenue

**Depending on Division (e.g. Parks, Golf, Cemeteries)

Regardless of whether or not the benchmark agency included tax revenue in their operating revenue figures, Norfolk had the lowest percentage of non-tax revenue (8.2%). Coupled with the fact that Norfolk has the third-highest operating expense total, there appears to be room for improvement when it comes to recouping non-tax revenue through programs and services.

Organizational Structure:

RPOS has a Director, Assistant Director, Four Bureau Managers, and 10 Division Heads reporting to the Bureau Managers.

Baton Rouge has an Assistant Superintendent of Recreation & Special Facilities, and five regional Directors.

Durham has a Director and 3 Assistant Directors.

Greensboro has a Community and Recreation Services Manager, and five Superintendents.

Richmond has a Director and 3 Deputy Directors.

Grounds and Landscape Maintenance

The following is a listing of responsibilities for each department.

Norfolk

- Tree Canopy Maintenance Program
- Mowing and Landscape Maintenance
- Medians Program
- Parks and Open Space Program
- Norfolk Public Schools (NPS) Program
- Athletic Fields Program
- Festival Parks Program
- Vacant Lots Program
- The Parks and Playgrounds Maintenance and Beautification Program

Baton Rouge

- Grounds Maintenance
- Sports Field Maintenance
- Forestry
- Horticulture
- Carpentry
- Painting
- Plumbing
- Welding
- Electrical
- HVAC maintenance

Durham

- Mowing all parks and ballfields
- Park and trail cleanup and general maintenance
- Special event setups/dismantles
- Custodial services within recreation centers

Grand Rapids

- Maintain all parks, grounds, and facilities

Greensboro

- Operation, management, and maintenance of the department's parks, gardens and special facilities, which include regional and neighborhood parks, public gardens, trails and greenways, and city cemeteries.
- Logistical support and heavy equipment for the department's programs and facilities, implements park improvement projects
- Manages the use of the department's special event equipment such as the Show Wagon.

Richmond

- Ball Field Preparation
- Trash pick-up and janitorial services for all facilities
- Event set up
- HVAC Maintenance

- Welding
- Pool Maintenance
- Building and equipment repairs
- Evaluate all parks, recreation centers and other facilities for safety measures.
- Grave Preparation

The information above shows some variation among each department's areas of responsibility. Outdoor maintenance is common to all, but beyond those set of responsibilities, there is variation among all the departments. Some departments are responsible for building maintenance, while others rely on other city departments, such as a general services/public works department. There are varying levels of contractual services as well. This makes any type of budget comparison among the six agencies very difficult.

| | Norfolk | Baton Rouge | Durham | Grand Rapids | Greensboro | Richmond |
|--|-------------|--------------|-------------|--------------|-------------|-----------|
| Population | 246,256 | 446,300 | 267,743 | 198,892 | 290,222 | 204,000 |
| Total acres | 1,717 | 4,950 | 2,080 | 1,200 | 5,000 | 2,826 |
| Acres/Thousand Population | 6.97 | 11.09 | 7.77 | 6.03 | 17.23 | 13.85 |
| Mowable acres | 1,436 | 1,616 | 280 | 600 | 13 | 1,200 |
| Operating Budget Dedicated to Outdoor Park Maintenance | \$3,850,665 | \$10,000,000 | \$2,958,068 | \$3,000,000 | \$8,005,683 | \$621,204 |
| Number of acres maintained of mowable acres per full time staff person | 18.75 | 8.6 | 17.5 | 22 | 0.86 | n/a |
| Number of Full Time Equivalents for part time and seasonal staff | 76.6 | 190 | 10 | 53 | 5 | 10 |

RPOS has the second lowest acreage per thousand population with 6.97 acres. This compares to Greensboro's 17.22 acres per thousand population and the average of all the departments of 10.49 acres per thousand.

The average budget amount (excluding Richmond as another entity is responsible for mowing operations) is \$5,990,938. RPOS is under the average amount by \$2,140,273.

Forestry

| | Norfolk | Baton Rouge | Durham | Grand Rapids | Greensboro | Richmond |
|--------------------------------------|---------|-------------|--------|--------------|------------|----------|
| Number of trees in inventory | 69,907 | Unknown | n/a | 86,000 | n/a | n/a |
| Number of full-time staff | 22 | 11 | n/a | 10 | n/a | N/A |
| Number of FTE seasonal and part time | 22 | 11 | n/a | 19 | n/a | N/A |

Norfolk does the work in-house, but contracts for emergency work and tub grinding of wood waste.

Baton Rouge forestry is all done in-house.

Durham's General Service Department manages the forestry operation and does some work in-house and contracts other work.

Grand Rapids does both in-house and contractual work. In-house work involves tree removal and pruning. Contract work involves plantings, tree removals and young tree pruning.

Greensboro contracts all forestry work.

Richmond Parks Department does not manage Forestry.

Cemeteries

| | Norfolk | Baton Rouge | Durham* | Grand Rapids | Greensboro | Richmond |
|---------------------|---------|-------------|---------|----------------------|----------------------|------------------------|
| How many cemeteries | 8 | 1 | n/a | 6 | 4 | 7 |
| Acres to mow | 311.16 | 10 | n/a | 275.93 | 178 | 490 |
| Full-time Staff | 22 | Contracted | n/a | 2 | 10 | 23 |
| Part-time Staff | 14.5 | N/A | n/a | 4 (9-month seasonal) | 3 (9-month seasonal) | 15 (10-month seasonal) |

*Managed by another department.

Norfolk has eight total cemeteries, three are active and five are inactive, with two of these being historic.

Grand Rapids has six total cemeteries, all active.

Greensboro has four total cemeteries, three active and one historic.

Richmond has seven cemeteries, four are active and three are historic.

Recreation

Organizational Structure:

RPOS: The Bureau Manager has three Division Heads

Baton Rouge's recreation is divided into Outdoor Recreation, Region 1, Region 2, and Special Facilities.

Durham is divided thematically by: Heritage Parks and Cultural Programs, Mature Adults, Teen, Recreation Centers, Aquatics, Outdoor Recreation, Athletics, Care Programs, and Events.

Greensboro's five Superintendents' roles are divided into categories: Recreation Center, Youth Services, Special Programs, Athletic Services, and City Arts and Events

Richmond's Deputy Director over Recreation supervises eight areas: Community Recreation, Sports, Before & After School, Aquatics, Cultural Arts, Health & Wellness, Seniors & Therapeutic Recreation, and USDA Food Program.

| | Norfolk | Baton Rouge | Durham | Grand Rapids | Greensboro | Richmond |
|------------------------------------|---------|-------------|--------|--------------|------------|---------------------------|
| Number of classes offered annually | 1,137 | 2,450 | 1,320 | 437 | 2,301 | 315 (excluding sports) |
| Class Cancellation Rate | 5% | 20% | 2% | 20% | n/a | 5% |

Cancellation rates: Norfolk and Richmond both reported a 5% cancellation rate, contrasted with Grand Rapids and Baton Rouge who both reported 20%. Durham reported 2% and Greensboro does not track cancellation rates. Based on benchmark information from the consulting team’s database of approximately 100 agencies nationwide, the benchmark cancellation rate is 20%. According to the Learning Resource Network, an organization that provides training and education about recreation and community education programming, uses a benchmark metric of 15%.

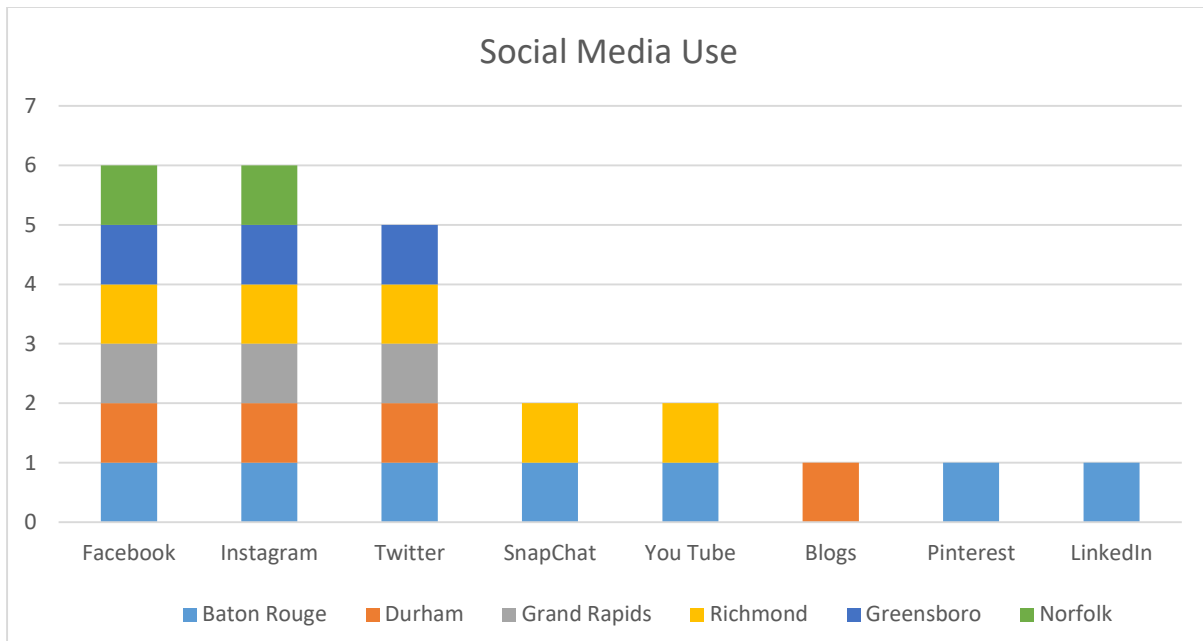
Youth Sports: Richmond and Grand Rapids offered in-house youth sports; Baton Rouge, Durham, and Greensboro offered both in-house and association-organized youth sports. Norfolk was the only agency who used only associations to provide youth sports.

Marketing

Marketing staffing varied between the benchmark agencies. Richmond has one full time person, Durham has three, and Baton Rouge had 14. In addition to the full-time staff, Durham and Baton Rouge both have part-time staff (one and three, respectively), while Greensboro and Grand Rapids only had one part-time staff member. Greensboro also uses a marketing committee, and Grand Rapids reported using an Intern. Norfolk has one full time PIO in cemeteries and a partially dedicated staff member in corporate Public Relations providing marketing support to RPOS.

All five agencies have their program guides available online. Grand Rapids program guide is part of their City newsletter. Grand Rapids produces quarterly guides, Durham and Baton Rouge produce three per year, and Richmond and Greensboro produce two per year. RPOS publishes its guide three per year as well as posting it online.

Facebook, Instagram, and Twitter are the top three social media outlets used by the benchmarking agencies. The graph below shows each agency’s use of the respective social media channels:



The percentage of total operating budget devoted towards marketing was the highest in Greensboro (5%), followed by 2% in both Durham and Baton Rouge, 1% in Richmond, and .76% in Grand Rapids. On the low end of the scale is Norfolk which spends .33% of its budget on marketing and communications. The metric used by the consulting team based on work done nationally is 3-5% of the operating budget should be dedicated toward marketing. RPOS is significantly under that percentage.

Park Metrics Benchmarking Information

The Benchmark analysis also includes information from the National Recreation and Park Association Park Metrics program, which is a database of comparative information from United States and Canadian agencies. The data used for comparison with Norfolk includes 14 city park and recreation agencies. These 14 cities were selected as their population size is between 200,000 and 300,000. This compares to Norfolk's 245,115 estimated population for 2018. The list of cities included are:

- Boise ID
- Chesapeake VA
- Chula Vista CA
- Des Moines IA
- Orlando FL
- Fontana CA
- Garland TX
- Glendale AZ
- Lubbock TX
- Madison WI
- Plano TX
- Rochester NY

- Spokane WA
- Scottsdale AZ

The following information includes low, median, and upper quartile of the performance results.

| Metric | Low Quartile | Median | Upper Quartile | Norfolk |
|---------------------------------|---------------------|---------------|-----------------------|----------------|
| Population size | 218,993 | 246,270 | 256,063 | 246,256 |
| Total Operating Budget | \$12,442,298 | \$17,440,721 | \$23,422,258 | \$17,379,157 |
| Budget dollars/capita | \$56.82 | \$68.11 | 91.47 | \$70.57 |
| Total Revenue % from non-tax \$ | 7.5% | 19.7% | 30% | 8.38% |
| Total Average Capital Budget | \$1,212,500 | \$3,527,546 | \$8,317,538 | \$975,000 |
| Capital dollars/capita | \$5.54 | \$14.32 | \$32.48 | \$3.96 |
| Total acres | 2,385 | 3,650 | 4,104 | 1,717 |
| Developed acres | 964 | 2,027 | 2,230 | 1,717 |
| Number of full-time employees | 81 | 124 | 200 | 217 |
| Population/full-time employees | 2,703 | 1,986 | 1,280 | 1,134 |
| Additional total FTEs | 96 | 219 | 288 | 119 |

Norfolk's total operating budget is slightly below the median. It is important to note that the operating budget numbers do not consider individual agency differences. For example, some cities may have golf course, cemetery or urban forestry operations that will increase the size of their budget and/or FTE's. Or, an agency may have only two recreation center operations versus 18 recreation centers. Budget dollars per capita again is close to the database's median number. Total revenues from non-tax sources approaches the lowest quartile, with only 8.38% of RPOS dollars coming from non-tax sources.

Capital dollars are lower than the lowest quartile, with Norfolk spending \$975,000 last year as compared to the lower quartile of \$1.2 million. This translates into per capita dollar expenditures of \$3.96 as compared to the lowest quartile of reporting agencies of \$5.54.

While the budget metrics generally are in the lowest quartile, on the other hand, the number of full-time employees exceeds the upper quartile of 217 for Norfolk, compared to the database number of 200. Again, this does not take into account the differences in the size and scope of operations depending upon how many parks and facilities are within each system.

Recommendations

The following is a listing of recommendations derived from the research, engagement meetings, review of documents, and information derived from all of the technical pieces. The recommendations are categorized according to a timeframe priority: short term and long term. It is anticipated that Short Term Recommendations will include a two-year timeframe, 2019 and 2020. Longer term recommendations will include completion timeframes of three years plus, 2021 or longer.

Short Term Recommendations

- Assign accountability for the implementation of the recommendations.
- Close Berkley pool and the Merrimac, Campostella, and Park Place Recreation Centers. (This recommendation will require time to lay the groundwork, including educating the public, for the achievement of this recommendation).
- Develop a strategic plan and create Department-wide individual employee goals and objectives.
- Complete a community needs assessment to determine the level of need and unmet need for RPOS services.
- Develop a revenue policy, including cost of service and level of subsidy analysis.
- Initiate the changes in organizational structure and re-direct resources toward strengthening administrative support, including data analysis and marketing/communication.
- Develop a standardized process for performance appraisal for all employees, in alignment with the City's HR Departments' new performance appraisal process that will be implemented City-wide in 2019.
- Develop a process for ongoing and regularly scheduled "all hands" meeting to inform employees of organizational progress and results.
- Develop processes for ways to operationalize the Department's mission, vision and the City's values.
- Review agreements with athletic associations and recreation center advisory committees and ensure the organizations comply with more stringent financial requirements.
- Move the Learning Resource Center operations to the Library Department.
- Define the ideal organization culture and operationalize throughout the Department.
- Work with the Norfolk Public Schools in improving service delivery and facility access expectations for RPOS use of schools.

Long Term Recommendations

- Develop a technology plan for RPOS in alignment with the City's IT Department.
- Develop a robust set of key performance indicators, track on a regular basis, and share the results with employees through a visual dashboard.
- Expand recreation programs, according to gaps in offerings based on the results of the needs assessment process.
- Identify core competencies for full-time positions and develop training offerings in alignment with the needed core competencies.
- Develop a succession plan for senior leadership positions of the Department.

- After the development of cost of service and level of service analysis, review pricing of services and adjust accordingly, as currently, RPOS pricing is significantly lower than other agencies in the region.
- Working with the Human Resources Department, review salaries of full-time and part-time positions to ensure adequate levels of pay.
- Develop long term renewal/replacement schedules for vehicles, equipment and facilities.
- Develop a system wide onboarding process that follows the City's orientation program, specific to RPOS. In addition, a formalized job specific orientation should be developed.
- On a continuous basis, do a cost/benefit analysis of significant services to determine the comparison of costs between doing the work contractually or in-house.

Appendix A: Southside Computer Labs and Libraries Radius Map

